



Newark Master Plan

Prepared for:

THE CENTRAL PLANNING BOARD
CITY OF NEWARK, NEW JERSEY

By:

THE MAYOR'S POLICY
& DEVELOPMENT OFFICE

Consultants:

COOPERS & LYBRAND
BARTON-ASCHMAN ASSOCIATES, INC

The City of Newark's Master Plan was paid for in part with funds generated from the United States Department of Housing and Urban Development's "701" program. Additional funds were provided by the Division of Review and Planning of the Mayor's Policy and Development Office. The City of Newark would like to express its appreciation to all of the private institutions, citizens groups, and City departments and agencies, who assisted in the gathering of data and making this document possible. The Master Plan Document was adopted officially by the Newark Central Planning Board on February 5, 1979.

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KENNETH A. GIBSON

MAYOR

NEWARK, NEW JERSEY

07102

AFTER TWELVE MONTHS OF DETAILED PLANNING AND INVESTIGATIVE ANALYSIS, THE CITY OF NEWARK IS PROUD TO PRESENT ITS "1978 MASTER PLAN" DOCUMENT.

THIS PLAN WAS DEVELOPED AFTER THE CITY'S PLANNING STAFF HAD COMPILED EXTENSIVE COMMENTS FROM THE GENERAL CITIZENRY AT TWO PUBLIC HEARINGS AND SEVERAL COMMUNITY MEETINGS, AS WELL AS RECEIVED COMMENTS FROM THE CITY DEPARTMENTS AND AGENCIES, THE GREATER NEWARK CHAMBER OF COMMERCE, AND OUTSIDE ENTITIES AT VARIOUS LEVELS OF GOVERNMENT. IT WAS THE GENERAL RESPONSIBILITY OF THE NEWARK CENTRAL PLANNING BOARD TO INSURE THAT THIS EFFORT WAS ACCOMPLISHED. THIS WAS COORDINATED, HOWEVER, WITH MY POLICY AND DEVELOPMENT OFFICE (MPDO), WHICH PROVIDED THE BASIC STAFF TO COMPLETE THIS OVERALL EFFORT.

IT IS THE CITY'S INTENT TO REFLECT WITHIN THIS MASTER PLAN, THE BASIC GOALS AND OBJECTIVES FOR LONG-RANGE DEVELOPMENT AND TO OUTLINE THE ECONOMIC DEVELOPMENT STRATEGY TO OBTAIN THESE GOALS. THROUGH THIS EFFORT, A NON-TRADITIONAL MASTER PLAN HAS BEEN DEVELOPED WHICH REFLECTS THE GOALS AND OBJECTIVES OF THE CITY FOR THE NEXT FIVE-YEAR PERIOD. THESE GOALS WILL BE IMPLEMENTED BY CAREFULLY ADHERING TO THE COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGY OUTLINED IN THE SECOND SECTION OF THE DOCUMENT. THIS STRATEGY TAKES INTO CONSIDERATION REASONABLY ANTICIPATED RESOURCES AROUND WHICH LAND-USE DECISIONS CAN BE MADE BASED UPON THE AVAILABILITY OF FUNDS TO THE CITY OF NEWARK.

THE ECONOMIC DEVELOPMENT STRATEGY SECTION OF THE MASTER PLAN WILL BE UTILIZED AS THE PRIMARY THRUST FOR COORDINATION AND IMPLEMENTATION. IT IS ANTICIPATED THAT THIS COMPILATION OF INFORMATION WILL BE OF ASSISTANCE TO YOU IN IDENTIFYING, IN A COMPREHENSIVE FORMAT, SOME OF THE MORE SIGNIFICANT ISSUES PREVALENT IN NEWARK, AS WELL AS THE CITY'S APPROACH TO ADDRESSING THESE ISSUES IN A SIGNIFICANT WAY. IT WILL BE THE GOAL OF MY ADMINISTRATION AND THE CITY COUNCIL TO CONSISTENTLY SUPPORT THE POLICY ISSUES OUTLINED IN THE CITY OF NEWARK'S MASTER PLAN.

SINCERELY


KENNETH A. GIBSON
MAYOR

Newark

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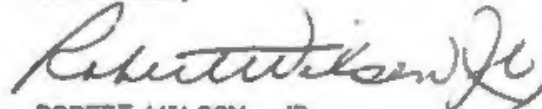
THE NEWARK CENTRAL PLANNING BOARD IS PLEASED TO MAKE AVAILABLE COPIES OF THE CITY OF NEWARK'S "1978 MASTER PLAN" DOCUMENT. THIS PLAN REPRESENTS A COMPREHENSIVE EXAMINATION OF THE CITY OF NEWARK TAKING INTO CONSIDERATION MANY IMPORTANT ISSUES FACING OUR COMMUNITY. THE PREVALENT GOAL OF THE MASTER PLAN IS TO PROVIDE A FOCUS AND COORDINATED DIRECTION FOR IMPROVING THE QUALITY OF LIFE FOR NEWARK RESIDENTS, AS WELL AS EFFECTIVELY COMPLEMENT DEVELOPMENT IN NEIGHBORING COMMUNITIES. SEVERAL SIGNIFICANT OBJECTIVES HAVE BEEN OUTLINED IN THIS DOCUMENT TO ASSIST IN ENHANCING THE GENERAL ENVIRONMENT FOR PHYSICAL, SOCIAL, AND ECONOMIC DEVELOPMENT.

THE NEWARK CENTRAL PLANNING BOARD HAS PURSUED THE DEVELOPMENT OF THE CITY'S MASTER PLAN DOCUMENT WITH THE INTENT OF NOT ONLY IDENTIFYING SIGNIFICANT PROBLEMS, BUT ALSO WITH AN EFFORT TOWARD THE DEVELOPMENT OF AN ECONOMIC DEVELOPMENT STRATEGY TO ADDRESS THESE ISSUES. THIS PROCESS WAS OPENLY INITIATED AND REVIEWED BY BOTH THE GENERAL CITIZENRY, CITY DEPARTMENTS AND AGENCIES, AND THE PRIVATE COMMUNITY, AT SEVERAL PUBLIC HEARINGS AND COMMUNITY MEETINGS, THAT WERE HELD TO ASSIST IN THE DEVELOPMENT OF INFORMATION TO COMPLETE THIS DOCUMENT.

AS CHAIRMAN OF THE NEWARK CENTRAL PLANNING BOARD, I WOULD LIKE TO THANK THE MANY PEOPLE WHO PARTICIPATED IN THE DEVELOPMENT OF THE CITY'S MASTER PLAN DOCUMENT, AS WELL AS THE CITY PLANNING STAFF OF THE MAYOR'S POLICY AND DEVELOPMENT OFFICE.

IT IS ANTICIPATED THAT THIS MASTER PLAN WILL BE THE PRIMARY IMPETUS AROUND WHICH ALL FUTURE DEVELOPMENT DECISIONS ARE MADE WITHIN THE CITY OF NEWARK OVER THE NEXT FIVE YEARS.

SINCERELY,



ROBERT WILSON, JR.
CHAIRMAN
NEWARK CENTRAL PLANNING BOARD

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DEVELOPMENT OF THIS DOCUMENT.

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SUMMARY

Newark, established in 1666, has been the urban center of New Jersey for more than 300 years. Located in the New York Metropolitan Area, the city became New Jersey's insurance and financial capital and a center of transportation. It also developed an industrial base of small manufacturing firms, primarily in electrical machinery, chemicals, apparel and fabricated metal products. During the decade following World War II, Newark grew to its maximum population of somewhat more than 440,000 matching that attained shortly after the Great Depression in 1929. Since that time, however, the population has been declining. The 1970 U.S. Census accounted for 382,417 residents, and more recent estimates suggest an even further decline. Yet Newark remains New Jersey's largest and most densely populated city.

During this period there have been significant changes in the nature of the Nation's economy. The emphasis on manufacturing in urban areas has diminished, and subsequently, the number of manufacturing jobs in cities has decreased. This decline in available jobs, accelerated by improved highway access that opened up new areas of the Region and Country to development, caused shifts in the labor market.

The number of manufacturing jobs in Newark decreased from 96,500 in 1952 to 45,000 in 1977. However, some of the adverse effects on employment and the local economy were offset by the stability of the City's insurance and financial base, and expansion in public sector jobs. The number of service sector jobs increased from 74,000 in 1952 to 90,700 in 1977. Total jobs (including the industrial and trade sectors) remained stable at approximately 230,000 until 1970. By 1977, the total estimated number of jobs in the City of Newark dropped to 180,000. The more recent reduction in the number of total jobs corresponds to the apparent acceleration of the downward population trend that has been occurring since 1957.

Historically, Newark has been a city with an ethnically diverse citizenry. An immigration of Blacks and other minorities and an out-migration, primarily of Whites, has not altered that tradition. During the decade of 1960 to 1970, net white out-migration approached 100,000. Along with the demographic shifts of Whites, there was an increase in the Non-White population (Blacks and Hispanics), which now comprises 65-70 per cent of the City's residents.

The trend toward out-migration was strongest among young middle class families of all ethnic groups (i.e., those with parents aged 22-44 and children under 15 years of age). The decrease in the City's middle class - those with the potential for supporting and strengthening the tax base through home ownership and business investment - also served to erode Newark's economy. Recently, positive home ownership efforts have provided encouraging results in certain areas of the City (especially the East Ward and the Upper West Ward areas).

Federal assistance obtained by the City has increased to deal with problems associated with the growing number of socially and economically disadvantaged. Initially, Federal resources centered on housing and urban renewal and, subsequently, numerous environmental and human service programs have become more prominent. Increased amounts of financial support were required to address local problems that were aggravated by the Nation's recessed economy. Unemployment in Newark far exceeded that experienced nationally. A contracting and specializing job market has caused a further disparity between job skills and the number of jobs available. According to the Department of Labor for the month of December, 1978, the unemployment rate in Newark was 11.0%, almost twice the national average of 5.6%.

Also, as residents and private investors leave the City, the local resource base is diminished. During the last seven years the number of properties assessed for tax purposes declined by more than 11% while the property tax rate increased about 16%. However, with additional State and Federal assistance, the City was able to approve a 7.5% reduction in the tax rate for property owners in 1978.

Since 1971, the number and amount of Government grants awarded to Newark has increased dramatically. In 1971, the City received less than \$1 million in restricted Federal funds. By 1976 the amount of restricted Federal grants surpassed \$40 million. To avoid increased dependency on external funding, while maintaining a reasonable level of local taxation, the City of Newark is focusing on economic development activity with a tax expansion emphasis.

A review of the local economy has helped to identify past economic and financial trends and the key issues that the City must begin to address in an effort to improve its economic vitality. The overriding thrust of the City's economic development efforts is directed toward reducing unemployment, increasing personal income and generally improving the quality of life of its residents, while maintaining and improving the local tax base. To achieve these ends, identified issues have been associated with a list of "causal" factors that affect the economic development environment and, ultimately, the vitality of the City. The relationship of issues to strategy elements and the specific policies to consider for dealing with issues are presented Chapter 3.

The most important issues or "causal" factors to be affected by public action include:

- o Image - Newark's image is based on perceptions derived from conditions, experience and information - both real and imagined. While the general image of the City has improved over the past several years, to those familiar with the City, continued efforts must be made to improve both local and "outside" perceptions of that image.

- o Availability and Cost of Land - The availability and cost of land is a key issue for investors desiring to expand or come to the City. Associated with land availability are the infrastructure improvements that allow land to be developed. Newark must address this basic development issue through Plan and Strategy policies that promote appropriate private investment in the City by helping to identify and make land available at competitive prices.
- o Availability of Labor - The local availability of labor should be analyzed because of the generally high unemployment rate among Newark residents. While the regional labor base provides employers with an adequate source of workers, if local unemployment is to be significantly reduced and income increased, local skill levels must be improved and matched to employment opportunities.
- o Property Taxes - Property taxes are an issue for existing and potential investors in the City, as well as for the capacity of the City Government to provide facilities and services. Taxes must be kept at a level to encourage local investment while supplying the resources to meet resident needs.
- o Public Safety - Although Newark has statistically made significant progress in reducing crime, the negative perceptions of many people remain. It is a particularly important issue among CBD merchants, large service sector employers and small business. A more viable crime reporting mechanism can go a long way toward allaying fear of crime and provide a more positive environment to current crime deterrent efforts.
- o Accessibility - The question of accessibility is an issue for investors in the City only to the extent that it affects access to parcels required for expansion or development, and in selected locations where the movements of materials and finished products are restricted by existing conditions, or where movement in certain areas could be improved by new facilities. On the other hand, accessibility to jobs by many unemployed Newark residents is an issue that must be addressed by various types of improved public transportation services.

The Master Plan and Economic Development Strategy have been prepared to guide the City in its efforts to reduce unemployment, increase personal income and improve the quality of life of its residents within a balanced system of development. The Plan concept is to:

- o present a land use pattern that calls for the concentration of commercial and industrial, as well as selected residential use in the "corridor area", generally delineated by Planning Areas 2 and 3, and acknowledge compatible mixed uses in these areas to guide code application that promotes trade and service expansion, as well as light industrial recycling
- o call for further industrial use in the Meadowlands Area, where there are limited amounts of land available for new development, with proper land preparation and infrastructure improvements
- o distribute medium and lower density patterns of housing, with space allocations for concentrations of neighborhood commercial development to encourage viable neighborhoods around the central corridor
- o describe transportation improvements, primarily to open the corridor area from I-78 and I-280, as well as from a new McCarter Highway along its eastern edge, and to improve goods movement in the Ironbound and Meadowlands area
- o identify the key infrastructure improvements to meet community needs and generally enhance investor commitment
- o identify community facility improvements which will provide for adequate facilities and the efficient distribution of community services
- o delineate housing needs that will guide public actions and private developers to provide scattered low and medium density housing that, whenever possible, is made available for resident ownership
- o provide a comprehensive framework for a full range of public and private development decisions for a period of 5 to 15 years

The Economic Development Strategy concept establishes Plan priorities and extends the range of appropriate public actions by articulating a comprehensive set of goal-oriented policies that:

- o acknowledge investor needs by emphasizing programs that make structures and land available for industrial and commercial developers at competitive cost
- o direct attention to the public facilities such as employee and customer parking and to public services, such as police and fire protection, that support investment interests

- o recognize the relationship between housing and economic vitality by coordinating housing improvement efforts with both residential investment potential and resident economic limitations
- o improve accessibility to materials and products for existing and potential industries, as well as for employees that must travel from home to work to be able to productively participate in society
- o renew emphasis on the capital improvements that support and enhance local private investments, such as schools, parks, streets and water and sewer facilities
- o make public service delivery more responsive to resident and investor needs, while improving its effectiveness through performance measurement
- o offer incentives to employers that stress private participation along with public assistance, with a minimal use of tax abatement and more pronounced use of one-time commitments of external resources
- o extend public support to private investment to help secure extended low cost funding of selected development projects that will enhance the employment potential of Newark residents
- o investigate new development incentive techniques and work for the legal and legislative actions that will permit their application in New Jersey, if not now recognized
- o improve the quality of education and manpower training and coordinate these programs with local employer characteristics and needs
- o promote the City's efforts to support investor interests to help improve the image of Newark as a locality of economic opportunity, and to encourage and support a middle income population in Newark
- o establish an open, formal mechanism that will bring together key private and public sector people from different areas to work toward the evolution and implementation of these policies

The Master Plan and Economic Development Strategy is supported by a supplementary report entitled "The State of the City." This report assesses the economic base and the related social trends and issues that characterize Newark's urban system.

Introduction

1. INTRODUCTION

1.1 PURPOSE

The City of Newark, New Jersey, characterizes many of the problems associated with our urban society. At the same time, it has many of the assets necessary to develop a revitalized and stable economic structure. The single most pressing challenge facing the City and, in turn, the entire Country, is the ability to formulate a responsive approach for addressing urban problems that are logical, reasonable, implementable and effective.

Cities grew naturally in response to the demographic, industrial and, subsequent, economic growth of the Nation. Certain factors, some inherent, other evolutionary, came to influence the nature and magnitude of this development. People became a part of urban society to:

- o establish industries and work to produce their products
- o serve related needs of those living in cities and surrounding areas
- o provide the goods required by the various components of this social structure
- o meet personal and social needs for interaction and communication
- o establish a centralized system of cultural identification and exchange.

Cities flourished because they offered personal and collective advantages and opportunities that did not exist elsewhere. Within the social, political environment that developed as a result of this growth, the public sector became responsible for providing the supportive facilities, services, and controls that citizens required. Accompanying continued growth and changing development requirements was the evolution of a mature, complex

society that placed ever increasing demands on the level of public sector responsibility, which, in turn, calls for improved public sector administration. The knowledge and information that are available to help public officials make decisions that will reflect more responsive and responsible government are important tools to be used if this end is to be achieved.

Planning and the "Master Plan" is used to help decision makers properly anticipate public needs that result from growth and change. A more coherent, 'balanced' system of development reflected in a Master Plan is intended to improve the orderly development of housing, transportation, jobs and urban services. The goals expressed in the Plan set the broad framework for development, while the objectives contained in the various functional elements (i.e., land use, transportation, housing, etc.) further define the appropriate course adopted by the City in selected areas. The planning process and the resultant Master Plan is, thus, designed to anticipate future growth and change, influence its character through an expression of local values, and determine the extent of public responsibilities and related actions required to attain a desired urban system.

In Newark, like other core cities, growth and development experienced in the past have diminished. The resultant burden on local resources brought about by these conditions has reduced the public capacity to maintain and provide many of the facilities and services required by both citizens and potential investors in the City.

Master plans, traditionally, tend to be long range in focus (five years and beyond) and comprehensive by definition. They most often focus on anticipated growth where vitality is already strong and public and private resources are extensive. To be made more effective for Newark, the Master Plan must be augmented by an Economic Development Strategy. Such a Strategy is designed to target those immediate actions that the City can take to begin to enhance the advantages and opportunities for economic development and, thereby, promote appropriate private investment rather than merely plan for its anticipated occurrence. The Strategy sets

forth the short range policy for the City in key areas of public responsibility that can affect investor decisions. The Plan, on the other hand, provides the broader framework that relates these actions to the full spectrum of development on the ground. The purpose of the Plan and Strategy is therefore, to assist the City to target limited resources where they can most effectively help improve its vitality, while recognizing the comprehensive quality of life needs that are addressed in the master planning process.

1.2 APPROACH

The Master Plan was prepared and organized according to the requirements set forth in the New Jersey Municipal Land Use Law of 1975. The Master Plan consists of a number of functional "elements" which provide a cohesive framework for describing and subsequently projecting development conditions and needs. Taken as a whole, these elements constitute a comprehensive plan for the Newark community.

The 1947 Master Plan was the plan of record in Newark for 17 years until replaced by the Master Plan prepared in 1964. Since the 1964 plan, Newark has undertaken numerous studies and formulated a number of specialized plans related to specific development projects and programs. These plans and studies provide a substantial basis for the current update.

For each of the Master Plan elements prepared in this effort, issues were identified from contacts made with City officials, community representatives, as well as, regional and State agencies. The plan is thus compatible with existing growth documents of contiguous municipalities, the county and regional entities. Also, previously prepared studies and reports were reviewed to further elaborate on possible needs and solutions, while supplying data for additional analysis. The present Plan then consolidated all appropriate information, proposals, projects and functional plans and related them to identified issues to formulate a set of comprehensive recommendations for providing an up-to-date direction for future development.

The major consideration in focusing the Plan and formulating the Economic Development Strategy was the economic base. The City's economy, composed of private and public employers, along with the overall resident labor force, determines the economic character and vitality of Newark. By gaining a clear understanding of the local economic situation

and the related "state" of the City, appropriate policies for improving the investment environment can be identified. Relevant information includes.

- o the type and extent of employers by major component of key sectors of the local economy
 - industrial
 - service
 - trade
- o the change that has occurred within each component during the past twenty-five years
- o the components that:
 - are declining
 - are expanding
 - afford the best opportunity for increased employment
 - constitute the major share of the City's revenue base
- o the condition of the City's resources
 - revenue resources
 - expenditure levels
 - resource demands
 - discretionary capacity to implement
- o the major issues that now influence existing and potential Newark investors and their decisions to remain, expand, and locate in the City.

The future vitality of the City will depend, primarily, on its economy and the private development that will be generated by market forces. The evolution of the local economy, reflected by the state of the City, took place because a combination of factors that comprise Newark's economic development environment were favorable to existing business and industry.

The concept used to prepare the Economic Development Strategy is based on recognizing these factors and determining what City policies and subsequent actions will favorably alter them to again promote appropriate private sector responses.

The approach conceived to make the Plan and Strategy responsive to addressing Newark's problems is based on an acknowledgement of these rather fundamental precepts. The City's urban policies, therefore, based on the following assumptions that constitute the foundation for attaining its development goals:

- o The private sector is the major financial resource for revitalizing Newark. The City recognizes that sound private sector development decisions are made in terms of maximizing the return on investment while minimizing uncertainty.
- o The City is committed to meeting the needs of its residents, as well as the firms that constitute its economic base. Meaningful employment and an increase in per capita income levels are essential elements of an improved local economy. They are also the necessary ingredients of any effort to stabilize residential neighborhoods and improve the City's housing stock.
- o The Newark economy operates within the context of the regional and national economies. The City has little or no control over external economic factors and conditions which affect private development decisions within Newark. Economic revitalization in Newark will depend, to a major extent, on healthy external trends.
- o Newark can influence certain "factors" which will create a more positive environment for private economic development decisions favorable to the City. These influences include specific public physical development actions, like making land available for new construction, as well as indirect or supportive program activities, such as improving key public services, providing appropriate development incentives, and thereby, enhancing the image of Newark as a desirable place to live and work.
- o The City will seek to maximize the "leveraging" power of limited public resources. Public development incentive programs will be carefully used to attract appropriate private development that helps attain public economic development goals.

- o The City will limit the further erosion of the tax base in an attempt to acquire development. Tax abatement will be offered only after careful consideration of all local financial implications.
- o The City will continue to receive adequate fiscal and administrative support from regional, state and Federal sources. However, the City will additionally focus its priorities on developing an adequate economic base to fund essential services within the limits of funds received locally.
- o Economic revitalization in Newark depends on consistent and coordinated public development policies at the local, regional, state and Federal levels.

The Master Plan and Economic Development Strategy that have been based on these assumptions constitute the major elements of the Master Plan Study conducted for the Central Planning Board by the Mayor's Policy and Development Office (MPDO). These policy components act as guides for public decision making.

The Plan and Strategy are augmented by a series of supplements that provide supporting information and management recommendations associated with policy implementation. The Plan, Strategy and supporting supplements that constitute this comprehensive study effort to assist the City cannot bring about change by themselves. Their purpose is to provide information and direction to those who are responsible for taking action. The results that are ultimately achieved will depend on the extent that assumptions are acknowledged, and this degree to which limited public resources are effectively applied to promote the revitalization of Newark.

To help establish a common understanding of the planning process and the terms that are found throughout the various components of the study, a series of definitions has been developed. They will serve as a guide to both citizens and public officials.

- o Master Plan - A comprehensive long and short range assessment of the City that identifies physical, social, economic and environmental needs. The result is a set

of objectives that are designed to establish a balanced system of development within the context of growth and change

- o Economic Development Strategy - A planned combination of policies and action which are structured to effectively accomplish selected objectives
- o Goal - An official City statement that reflects a desirable condition which Newark wishes to achieve. A goal is often a general and broad ideal or value that is pursued continuously, but never fully realized. An example of an economic development goal is "to improve resident economic opportunities."
- o Objective - A component of an expressed goal, usually stated in terms that can be quantified so that progress made in achieving a more general goal can be measured. For example, "develop 1,000 additional jobs for Newark residents each year."
- o Policy - An adopted public course of action which sets guidelines for achieving goals and objectives. For example, "encourage new job opportunities for Newark residents in the service sector by facilitating the expansion of private service sector firms."
- o Casual Factor - A condition associated with the economic development environment which can encourage or deter local economic growth (e.g., availability of land, cost of labor, city image, quality of city services, etc.).
- o Action - A specific project, activity, or program that is undertaken which is consistent with policy(s) and contributes to the accomplishment of an objective.

Master Plan

2. NEWARK MASTER PLAN

2.1 OVERVIEW

The Master Plan presented in this document updates the City's 1964 Plan. It is the City's response to planning for overall development needs in accordance with the New Jersey Municipal Land Use Law (Chapter 291, Laws of N.J. 1975).

Since 1964, Newark has experienced extensive social, economic, and physical changes. In response to these changes, the City has undertaken numerous actions and development programs to improve the urban environment. Among these are large-scale redevelopment and housing improvement programs, community facility improvements, and manpower training programs. Most recently, the City has increased its efforts in the areas of neighborhood revitalization and economic development.

This Master Plan takes a comprehensive step towards consolidating appropriate current information, proposals, projects, and functional plans and relates them to identified issues to form recommendations that will provide up-to-date direction for development decisions. It recognizes the necessity for a continuous planning process to address the dynamic forces affecting growth and change in Newark. The recognition of these forces and critical City needs in the areas of employment, housing, and environment has resulted in a Plan which places a strong emphasis on those actions and policies which the City will follow to stimulate private business, industrial, and residential investment and reinvestment in Newark. The Plan also represents a serious attempt to directly affect and improve the quality of life for all residents of Newark in a tangible and rewarding way. As a consistent statement of public policy regarding future growth, development and change in all areas of the City, the Plan serves a number of key functions:

- o It defines the public sector framework for private investment decisions by outlining the City's policies regarding commercial, residential, and industrial development.
- o It sets forth City policies and priorities regarding public investment in facilities necessary to serve residents and businesses. These include transportation, utilities, community facilities, schools, and other public facilities.
- o It serves as a coordinating tool for day-to-day decisions of the City government. It also provides a framework for developing specific implementation programs such as the capital budget, community development program, and the programs of other governmental agencies.
- o It provides important information to residents, neighborhoods, and community organizations regarding specific area problems and the City's approach to meeting them. It can play a key role in stabilizing neighborhoods and fostering resident commitment.
- o It coordinates local policies and priorities with those of adjacent communities, the county, regional agencies, and the State and Federal governments.

The current Newark Master Plan recognizes the ongoing planning processes outside the City. It generally reflects both the existing and planned arrangement of land-uses and systems of contiguous communities and the General Plan as prepared by Essex County. Moreover, the Plan is generally consistent with ongoing regional transportation planning efforts of the New Jersey Department of Transportation and reflects the regional development guidelines for the community as prepared by the Tri-State Regional Planning Commission and the Regional Plan Association.

2.1.1. Master Plan Goals and Priorities

The overriding goal of the Master Plan is to improve the quality of life of Newark residents. This generally accepted maxim implies an even greater commitment by the City to an improved environment in Newark for residents, business, and industry.

There are a number of Plan goals which focus on priority policies and early action areas. These are to:

- o establish a land-use pattern that will enhance the private economic development environment
- o concentrate business and commerce in the central corridor of the City where existing infrastructure and private and public investment are greatest
- o stabilize, improve, and conserve residential areas
- o improve a broad range of community facilities to support residential, business, and industrial areas
- o expand and improve the efficiency of the transportation system to increase the mobility of people and goods moving within and through Newark. Particular emphasis is placed on improving the mobility of disadvantaged persons and providing better movement within the central corridor area
- o enhance industrial development in the Ironbound and Newark Meadowlands area

Major priority recommendations for the various geographical areas of the City are summarized below. They are discussed in detail within the Master Plan elements in this chapter and the Economic Development Strategy in Chapter 3. Figure 2.1 identifies the individual subareas or planning areas of the City.

(a) Central Corridor

The need for coordinated land-use and development focuses most heavily upon the "central corridor" of the City--the north/south corridor extending through and including the central area of Newark. This area is bounded by McCarter Highway on the East, Hawthorne Avenue on the South, Route 280 on the North, and Irvine Turner Boulevard on the West. This is the City's most intensively developed area and provides major resources for services and employment and a focus for much of the community's shopping, cultural, business, financial, educational, entertainment, and governmental activities. To a large extent, the image and

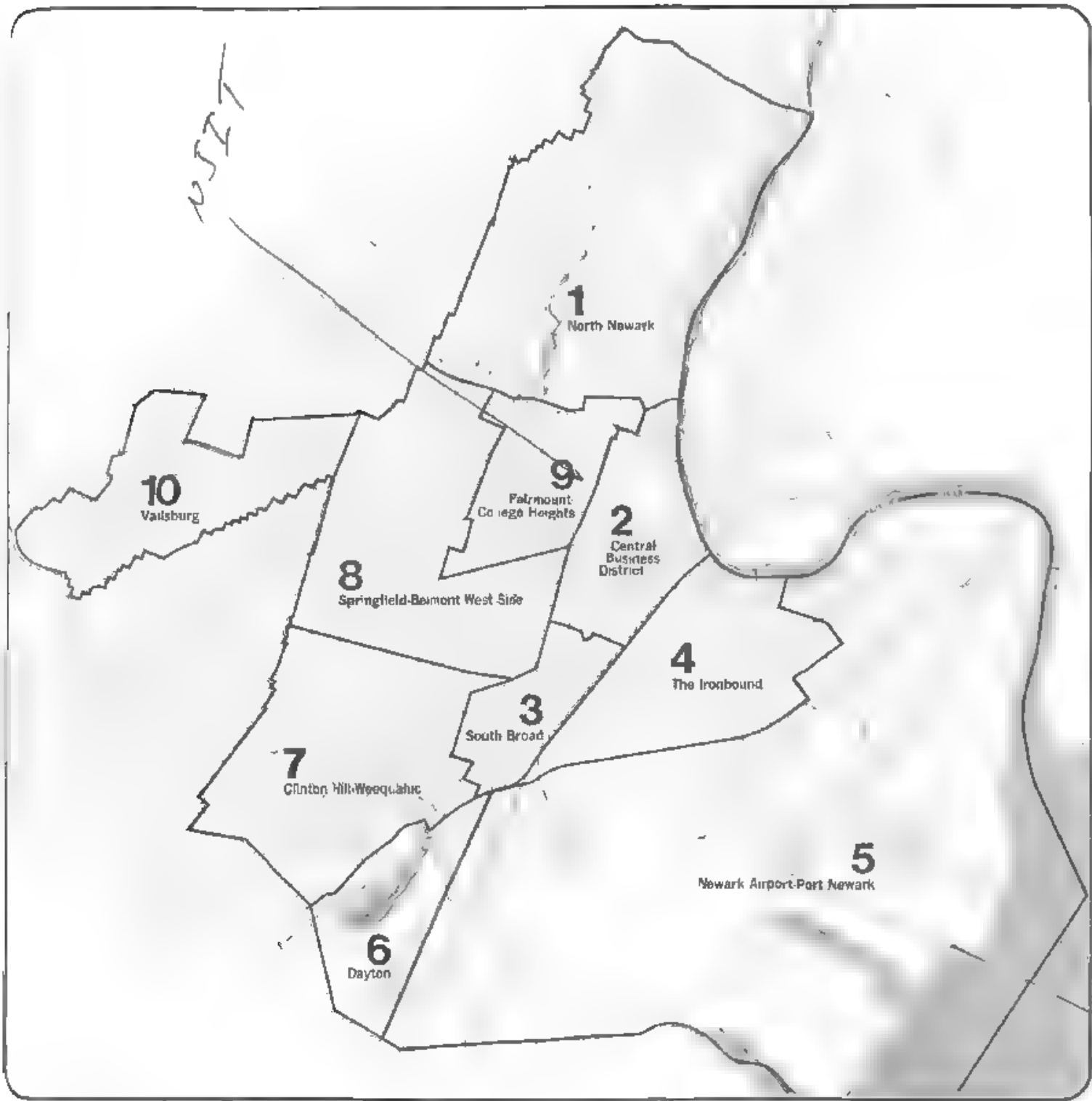


Figure 2.1
PLANNING AREA MAP

appearance of Newark is established by this area. It is comprised of Planning Areas 2 and 3 and portions of Planning Areas 8 and 9.

Specific plan priorities are:

- o Strengthen the Central Business District - The City will undertake specific actions to maintain and, where possible, expand retail and service activities. Specific attention will be given to improving the overall image of the CBD, upgrading access and parking facilities, promoting the development of underutilized properties, retaining existing retail and service establishments, encouraging the location of new service sector employers (private and public), and concentrating major city-serving facilities in the downtown area.
- o Encourage the "Reuse" and/or Renovation of Vacant Industrial Structures - The City will provide improved access, necessary infrastructure and services to encourage private reinvestment in the extensive inventory of vacated industrial structures concentrated in the South Broad - Triangle Area. Efforts are underway to provide financial incentives to encourage such development.
- o Improve Accessibility - The improvement of vehicular accessibility to the central corridor is critical to its continued vitality. Improved connections from I-78 and I-280 to the local street system will be made. Improvement of the City subway system, provision of preferential treatment for transit vehicles, the addition of park-and-ride facilities at selected transit stations, and improvement of the arterial street system, especially access to the nonbound, will be initiated.

(b) Residential Neighborhoods

Key residential and housing actions focus on stabilizing and upgrading residential neighborhoods of Newark. The areas consist of Planning Areas 1, 4, 6, 7, 8, 9, 10 and residential areas in the central corridor. Specific Plan priorities are to:

- o Improve the Housing Stock - The City will continue to expand its efforts in developing new housing opportunities, and housing rehabilitation and maintenance activities consistent with overall improvement programs for each neighborhood.

- o Preserve Existing Residential Densities - Through down-zoning and careful control of redevelopment and building conversions, the existing neighborhood densities will be retained.
- o Encourage Compact Neighborhood Commercial Development - With rezoning, careful placement of public facilities, and use of development incentives, present linear neighborhood and community commercial development will be encouraged to focus into concentrated commercial shopping nodes. Such development will be consistent with overall neighborhood improvement goals and intra-city transit improvements.
- o Strengthen Educational Facilities and Services - The existing physical plant will be upgraded, where necessary, leased facilities phased out of use, new facilities initiated, and educational services strengthened to improve the educational opportunities and qualifications of Newark residents.
- o Expand and Improve Community Facilities and Recreation Opportunities - Community facilities and recreation improvements will be coordinated with and supportive to neighborhood improvement efforts.
- o Encourage Neighborhood Clean-Up Programs - In conjunction with public and private agencies and groups, enhance the City's effort to promote comprehensive community improvement and revitalization.

(c) Meadowlands

This area contains the prime vacant land resource for new, large-scale industrial development. It is located north of the Newark Airport, Port Newark area in Planning Area 5. The City will continue to improve and expand infrastructure and accessibility to encourage private investment in this area.

2.1.2 Master Plan Elements

The elements of the Master Plan, which follow, set forth a series of specific objectives, policies, and priorities that will guide change and improvement in the City. This "functional" treatment of the Plan provides a framework which is relevant to the operations and responsibilities of the

City and other governmental agencies. While the elements focus on different subjects they are directly related and consistent among themselves. They are also consistent with the structure and presentation of economic development policies in Chapter 3. The Master Plan elements are:

- o land-use
- o housing
- o transportation
- o utilities/infrastructure
- o community facilities
- o education
- o recreation/open space
- o conservation/environment.

2.2 LAND-USE ELEMENT

The land-use element of the Master Plan provides a physical framework for the arrangement of future development in the City of Newark. This Plan element recommends measures to enhance the economic, social, and physical quality of the City.

The major objectives of the land-use element are to:

- o increase employment and economic development opportunities and improve the physical condition of the community through the provision of functional, efficient, and attractive commercial, industrial, residential, and open space environments
- o minimize existing and potential conflicts between land-use and transportation facilities, and maximize the opportunities presented by economies of scale and proximity
- o encourage the effective use and rehabilitation of existing housing stock and the recycling of nonresidential structures
- o promote healthy residential environments through selective renewal, rehabilitation, and neighborhood revitalization programs
- o locate the more intensive and active land-uses in areas of the City which by virtue of existing and planned infrastructure can accommodate and support these types of uses.

The land-use element is closely related to other elements of the Master Plan, especially the transportation element. Excellent transportation has long been a strong foundation for Newark's economy. Moreover, in recognition of the need to target improvement efforts, the Master Plan has identified critical relationships between transportation service and the land-use activities and improvements which take place within various sectors of the City of Newark. The basic relationships between transportation as an activity and land-use as a major element in economic development are three-fold:

1. Transportation is a major determinant of land-use. Newark's rail and automobile systems have clearly influenced the use and development of land within the City. The manner in which these corridors are improved and the abutting land-uses modified or changed is critical to the development and marketability of land and the economics of neighborhood revitalization.
2. Land-use development is a major determinant of traffic. The demand for movement of people and goods and, accordingly, the demand for improvement in transportation facilities, is intimately related to the nature and arrangement of land-use development. Land-use changes and economic development occurring in the City of Newark will have an effect on the transportation system that may or may not be desirable or beneficial.
3. The physical compatibility of adjacent transportation facilities and land use development may be a factor in both transportation efficiency and land-use development and stability. There are many ways in which a transportation facility, on the one hand, may conflict with development -- as in the familiar case of neighborhood streets made hazardous or otherwise undesirable by the presence of excessive traffic. On the other hand, there are many ways in which the arrangement of development areas and land-uses abutting a transportation facility may result in conflicts that impede the flow of traffic.

The Plan recognizes the relationships between transportation and land-use development and identifies opportunities for coordination. The need for neighborhood, commercial, and industrial redevelopment and revitalization within the City is coincident with the need for improved transportation facilities. For example, the improvement of arterial streets within the City of Newark to de-emphasize the misuse of local residential streets will be closely coordinated with the improvement and consolidation of strip commercial areas paralleling these arterial streets. In addition, the non-traffic functions of major rights-of way also provide significant opportunities for improvement of the community. A street's attractiveness and the presence of other amenities (or lack of them) are important qualities affecting the desirability of residential neighborhoods and commercial districts. These routes can affect the well-being and the image of the entire community.

2.2.1 Existing Land-Use

The pattern of existing land-use within Newark is a significant determinant of future development. The patterns of residential, commercial and industrial uses have been clearly set for a number of decades and only in recent years have there been any significant changes. Much of the change in land-use patterns has been associated with the extensive clearance and renewal activities occurring in the City during the past decade. The major areas of change have been restricted to the north/south central corridor (Planning Areas 2, 3 and 8), the paralleling commercial and industrial areas, and the Newark Meadowlands (Planning Area 5). For the most part, Newark's residential areas have experienced relatively little change in land-use over the past years (see Figure 2.2, Existing Land-Use).

TABLE 2.1

EXISTING LAND-USE, 1978
City of Newark, New Jersey

Land-Use Category	Acres	Percent Distribution
Residential	3,340	21.6%
Commercial	840	5.4
Industrial	2,010	13.0
Railroads	770	5.0
Public/Semi-Public	2,570	16.6
Parks/Playgrounds	1,560	10.1
Streets	2,850	18.5
Total Developed Area	13,940	90.2%
Vacant Land	1,510	9.8%
Total Land Area	15,450	100.0%
Water Area	1,250*	
TOTAL CITY ACRES	16,700	

Source: Update of 1972 Land-Use Survey base data

*1947 Master Plan./1964 Master Plan.

The most intensively developed area is near the geographic center of the community and is the focus of most transportation facilities. Commercial, public/semi-public and some industrial activities dominate this north/south corridor, centered on Broad and Market Streets. Residential densities gradually decrease to the north, west, and south of the central area. The predominantly industrial Meadowlands occurs to the east and the southeast of the central corridor. The more dense Ironbound residential area (Planning Area 4), located to the east, is an exception to the general pattern of uses.

(a) Residential

In all areas except for the Meadowlands and the Central Business District, housing represents the primary land-use in the City of Newark. Highest residential densities occur in proximity to the central area, near the intersections of major arterial streets, along Elizabeth and Mt. Prospect Avenues, and in selective renewal sites dispersed throughout the City. Outside of these areas, residential land-use is primarily low medium to medium density, ranging from 15 to 40 dwelling units per acre.

Residential neighborhoods typically provide a variety of land-uses, including industrial and commercial activities. This is especially true and representative of many of older, more central, neighborhoods.

(b) Commercial

Commercial land-uses assume four forms within the City

- o Central Business District - A concentration of office, commercial, institutional, and industrial activities offering a full range of goods and services to the entire community and surrounding region. Much of the good retail shopping is concentrated between Broad and Halsey Streets for several blocks from Washington Place south to William Street, in a rather long shopping district.

- o Strip Commercial Use - Businesses extending along major arterials, such as Springfield and Bloomfield Avenues, as well as South Orange and Ferry Streets, which offer a relatively broad range of goods and services catering to the neighborhood and mobile consumer.
- o Neighborhood Commercial Use - More localized facilities intended to provide basic neighborhood goods and services to immediately surrounding residential areas.
- o General Commercial Use - Scattered throughout the City and often associated with industrial development. Instead of accommodating retail trade activities, the general commercial areas typically serve more dominant wholesale and industrial service functions.

Outside of the Central Business District, most commercial uses tend to border major arterials or industrial areas. As traffic increases on the arterial streets and patronage of shops and stores from abutting neighborhoods declines, the obvious transition from active retailing and services to vacancies and non-neighborhood related uses may accelerate. In some areas, physical declines are most pronounced; nevertheless, there is some evidence of active commercial uses beginning to concentrate in limited areas, rather than being distributed in a linear fashion along streets.

The Central Business District also has experienced a decline similar to that in many large cities and has witnessed the exodus of many commercial uses. Although the CBD has experienced a reduction in the number of commercial uses, downtown retail sales recently have begun to increase after years of decline.

(c) Industrial

Although industrial land-uses are scattered throughout many areas of the City, they tend to be concentrated in the Ironbound and Meadowlands areas. The Ironbound area contains many older industrial activities and very little vacant land. In contrast, the Meadowlands area contains a substantial number of vacant parcels which provide significant development opportunities.

Many of the existing industrial facilities throughout the City are physically obsolete and have been abandoned or are in other ways serving as a blighting influence upon neighboring land use areas. The reduction in manufacturing jobs in Newark has had a major impact on older industrial areas in the central corridor as well as on smaller, outlying industrial pockets throughout the City. These older industrial areas, however, are showing continued potential for industrial expansion and new development opportunities.

2.2.2 Land-Use Plan

The Land-Use Plan (Figure 2.3) has been developed to reflect existing physical and social characteristics and socio-economic objectives of the City of Newark. Those land-use relationships which are mutually beneficial and supportive are endorsed, whereas those relationships which are no longer desirable based on present market phenomenon are discouraged or mitigated. The purpose of the Land-Use Plan is essentially to provide for orderly, efficient development, based upon consideration of land suitability (topography, soil conditions, flood plain areas), land-use relationships, and the availability of supporting infrastructure (water supply lines, sewer lines, etc.). In general, there are two objectives underlying the Land-Use Plan: first, to emphasize and reinforce the economic development opportunities presented in the central corridor of the City and the Meadowlands area, and second, to improve the living environment in residential neighborhoods. Specific objectives are identified in each of the following sections on residential, commercial, and industrial land-use.

(a) Residential


The objectives of the residential component of the Land-Use Plan are to

Newark Master Plan 1978

FIGURE 2.2

EXISTING LAND USE MAP

LEGEND

-  Residential
-  Open Space
-  Cemetery
-  Public/Semi-Public
-  Commercial
-  Industrial
-  Vacant

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- o stabilize and improve viable residential areas
- o rehabilitate and revitalize the existing housing stock where feasible
- o employ neighborhood revitalization techniques selectively in order to develop a greater variety of housing types and opportunities
- o improve the opportunity for development of medium-to high-density housing in the central area corridor
- o provide a full range of community facilities and services for each residential area
- o reduce the mixture of incompatible land-uses in residential areas and neighborhoods.

With the exception of the Central Business District, the Land-Use Plan identifies a variety of housing opportunities in each of the residential areas of the City. High density residential uses are concentrated in the area surrounding the Central Business District and also in areas of high accessibility which are in proximity to commercial facilities and open space areas. The Plan basically preserves the patterns of existing residential densities (Residential Land-use, Figure 2.4, illustrates the location and range of residential densities and their pattern of development. These ranges reflect existing conditions and are not a decrease in density ranges).

The plan for residential uses also accommodates the areas designated for the New-Town In-Town and the New Communities development areas. Both development projects are located in Planning Area 9 west of the Central Business District. The New-Town In-Town Area is bounded by Central Avenue on the north, South Orange Avenue on the south, Wickliffe Street on the east, and Norfolk Street on the west. The New Communities area, located southwest of this project, is bordered by South Orange on the north, Springfield Avenue on the south, Bergen Street on the west, and Jones Street on the east.



Figure 2.4
RESIDENTIAL LAND USE PLAN

RESIDENTIAL		LEGEND	
LOW	L	0-19	D.U./ACRE
LOW-MEDIUM	L-M	20-39	D.U./ACRE
HIGH-MEDIUM	H-M	40-79	D.U./ACRE
HIGH	H	80+	D.U./ACRE
MEDIA	M		HOUSING/INSTITUTIONAL

Newark Master Plan 1978

Mayor's Policy and Development Office



COOPER & LYERLAND
BARTON ASCHEMAN ASSOCIATES, INC.

Opportunities for new housing to replace obsolete strip commercial development will provide for moderate-density residential growth and improved neighborhood environment in selected locations throughout the City.

Improvements to existing housing and neighborhoods will involve the implementation of a wide range of programs and activities, including direct assistance for the rehabilitation and construction of housing and the improvement of community facilities. It will also involve trying to reduce housing costs and helping to improve the ability of residents to meet the costs involved.

(b) Commercial

The commercial land-use objectives of the plan are to:

- o consolidate "strip commercial" areas into unified activity nodes which include a variety of commercial activities, especially food markets and convenience stores, supported by community facilities and good transportation facilities
- o revitalize the Central Business District and other portions of the central area through a number of actions including: improving its accessibility, providing adequate parking facilities at points which will intercept traffic from the major approach routes to the central area, improving pedestrian circulation within the central area, expanding use of transit facilities both for access as well as distribution and circulation within the central area, and coordinating all improvements and developments with existing central area functional and visual assets
- o concentrate general commercial uses in areas where they provide a supportive function for neighboring land-uses and are well-served by transportation facilities.

The plan for commercial uses indicates consolidation of existing commercial development into unified commercial centers located primarily along major arterial streets and distributed throughout the community. General

commercial uses are primarily located adjacent to industrial areas and within the central corridor. Frequently, these commercial areas serve as buffers between residential and less compatible industrial land-uses. In contrast, neighborhood commercial centers are localized facilities, less dependent upon accessibility and, therefore, distributed throughout residential areas.

The revitalization of the Central Business District will be leveraged upon the opportunities presented by the Gateway Center area, James Street Commons area, Broad Street commercial development, the presence of major institutions within the area, and the support of an excellent transportation system. The confluence of transportation nodes at Gateway Center, the existing office and commercial facilities, and the substantial amount of vacant land in the immediate vicinity all contribute significantly to the potential of this area. Another major opportunity is offered in the central area by the James Street Commons Historic District. The plan provides for the development of a unique housing/institutional blend in this area. Given its proximity to the Central Business District and to the institutional complexes (Rutgers University, Seton Hall University, The New Jersey College of Medicine and Dentistry, the New Jersey Institute of Technology, Essex County Community College, the Newark Museum, the Saint Michael's Hospital, and the Main Library) the potential to capitalize upon the area's unique residential character is immense. The addition of close-in housing to the central area will contribute significantly to improving its environment for new development as well as providing a highly desirable housing opportunity.

In addition, a number of other actions will be encouraged, including the consolidation and reconstruction of the retail core, the establishment of new and specialized retail, entertainment, and recreation facilities; the improvement of the pedestrian environment; the provision of increased security and safety, and the reorganization of parking and traffic patterns to reduce congestion and to improve access. Special attention will be given to identifying ways in which the investments being made in the

Public Service and Gateway Center projects can be extended to stimulate additional new construction and revitalization within the area.

Thus, the revitalization of the Central Business District is perceived as a multi-faceted effort. Commercial and office expansion development will be focused in the Gateway Center area and, where possible, in the Broad Street alignment, whereas residential rehabilitation will be the primary effort in the James Street Commons area. Additional new housing development will also be accommodated at other close-in housing areas designated for higher-density residential development. These endeavors augment the already stable institutional uses in the Central Business District and will benefit from the proposed improvements to McCarter Highway, the improvement of Broad Street as an "identity street," and the provision of additional parking space near Pennsylvania Station -- all acting to reinforce the viability of revitalization efforts.

Transportation improvements, more fully described in the transportation element, will enable the de-emphasis of Broad Street as a major traffic carrier for through trips in the central area, will allow for treatment of this street to emphasize pedestrian movement, and will improve the visual and functional environment of the central area.

(c) Industrial

The industrial land-use objectives of the plan are to

- o encourage the reuse and recycling of sound industrial facilities
- o provide adequate supplies of industrial land to encourage a variety of industrial land-uses which, in turn, will generate a broad range of job opportunities within the community
- o concentrate heavy industrial land-use in the Meadowlands area; light industrial uses in both the Ironbound and the Triangle area (the area generally defined by Mulberry Street, Market Street, and McCarter Highway)

- o allow for the controlled expansion of industrial development within areas where growth is now restricted due to incompatible abutting land-uses.

The plan calls for clearly delineating industrial land-uses which exist in areas other than the Meadowlands, the Ironbound, and the Triangle areas. This delineation is intended to provide for controlled expansion of healthy economic development while at the same time providing an improved environment both for industrial and nearby residential uses. Industrial pockets scattered throughout the City have been retained in the Plan and in some cases, expanded through the removal of conflicting land-uses. For example, an existing industrial area has been designated for retention in the Clinton area, between Jelliff and Badger Avenues. It is recognized, however, that in the future this area may give way to other forms of land-use.

The central corridor area, typified by the scarcity of vacant land for expansion, is a focus of industrial recycling activities. However, selective clearance will provide areas for new industrial development in this area.

In the Meadowlands area, the plan calls for the improvement of sub-soil conditions, drainage and topography and the provision of better infrastructure. At present, there are few industrial recycling opportunities in the Meadowlands, but the substantial amount of vacant land and the absence of conflicting residential development encourages the concentration of heavy industrial land-uses in this area.

2.3 HOUSING ELEMENT

Newark's housing stock has undergone significant changes in the past 20 years. During the early 1960s, the City began extensive efforts to eliminate substandard housing and construct a substantial number of new subsidized housing units. Clearance and redevelopment for 17 urban renewal areas together with land acquisition for highway development dramatically altered the pattern of housing, particularly in the central area of Newark. The combination of City renewal efforts, the social unrest of the 60s, and the national trends of central city decline resulted in:

- o a general decline in the total housing stock
- o out migration of White population with redistribution of minority population in most neighborhoods of the City
- o increases in the rate of housing stock loss due to abandonment and fire.

However, with the reactivation of Federal housing programs and the initiation of the Community Development Block Grant program in 1974, City housing activities again began to accelerate. The initial focus of the housing program had been directed toward the construction of low income housing for the elderly. Currently, major efforts are directed towards:

- o construction of low density moderate income housing and scattered site housing for families
- o initiation of major housing rehabilitation programs in certain neighborhoods of the City
- o increased efforts at demolishing abandoned and dilapidated buildings, as well as structures damaged by fire
- o provision of housing assistance to lower income households through the use of various Federal programs
- o focusing on attracting middle income housing opportunities into the City.

The housing element of the Master Plan identifies the housing needs of Newark residents and outlines broad housing policies and priorities to guide the development and application of housing resources to meet these needs.

The major objectives of the housing element are to:

- o stabilize and strengthen viable neighborhoods
- o upgrade physical conditions of the housing stock
- o reduce the rate of housing abandonment and fire loss
- o provide new housing opportunities in conjunction with comprehensive neighborhood improvement activities
- o provide neighborhood residents with the first opportunity to relocate into new or rehabilitated housing in their existing neighborhoods
- o stimulate private reinvestment in housing and expand home ownership opportunities
- o coordinate the delivery of public services and facilities with neighborhood improvement activities
- o reduce cost-imbalance factors in housing for low, moderate, and middle income families and individuals
- o support regional housing efforts
- o provide new housing through the conversion of appropriate non-residential structures that have outlived their present use.

2.3.1 Existing Housing Needs

The need for improved housing in Newark is extensive. Housing needs include both physical improvement to the existing housing stock and assistance to families and individuals, particularly low and moderate income families who are paying an excessive portion of their income for housing.

(a) Physical Housing Conditions

During the 1970-78 period, there was a net decrease of approximately 4,000 housing units in Newark (an average of 500 units annually). This represents in excess of 3% of the total housing stock of 120,000 units (Table 2.2). The primary reasons for the net decline were the increases in the rate of fire loss, the demolition of abandoned structures, and a down-turn in the rate of new construction due to the recession and the temporary suspension of Federally supported housing programs.

In 1978, 40% of the housing stock was rated as being in good condition, 41.9% in fair condition and 16.3% in deteriorating condition. As a whole, the condition of the housing stock has continued to deteriorate during the 1970-78 period. Housing in the deteriorating class increased by 43%, from 13,400 to 19,200 units. This continuing deterioration can be attributed to the age of the housing stock (over 65% of the City's housing stock was built prior to 1940), accelerated turnover rates in older neighborhoods in the City which have not been subject to large-scale renewal, and the general lack of private reinvestment within these neighborhoods.

Housing in Newark is predominantly rental (the city-wide average is 80% with individual neighborhoods ranging from 62% to 89%). Approximately 10% of the housing stock is low rent public housing (Table 2.3).

The distribution of housing conditions on a neighborhood basis follows a concentric pattern with poorer housing generally located adjacent to the area of intensive central area renewal activities and the better housing in neighborhoods on the periphery of the City (North Newark, Vailsburg, Weequahic, and Dayton) and the Ironbound neighborhood to the east of the Central Business District (Table 2.4).

TABLE 2.2

ESTIMATE OF HOUSING UNIT CONDITIONS, 1970 - 1978
 City of Newark, New Jersey

Housing Condition	<u>Housing Units*</u>		<u>Net Change</u>	<u>Percent Distribution</u>	
	1970	1978	1970-1978	1970	1978
Good	56209	47311	-8898	46.0%	40.0%
Fair	48878	49498	+ 620	40.0	41.9
Deteriorating	13411	19252	+5841	11.0	16.3
Diapidated	3666	2101	-1565	3.0	1.8
TOTAL	122164	118162	-4002	100.0%	100.0%
Average Annual Change			- 500		

* Units in Residential (only) Structures

Source: Housing Assistance Plan, City of Newark
 Community Development Application - Year 4
 (January, 1978)

TABLE 2.3

HOUSING UNIT TENURE, 1970
 DISTRIBUTION OF PUBLIC HOUSING UNITS, 1975
 (by Planning Area)
 City of Newark, New Jersey

Planning Area	Neighborhood	Housing Units 1970			Public Housing Units 1975	
		Total	% Owner Occupied	% Renter Occupied	No.	% of Total
1	Mt. Pleasant/ Seventh Forest Hills North Broadway Roseville	6353 7530 5675 11139	12% 28 18 22	80% 70 79 74	1556 -- 630 1302	24.5% -- 11.1 11.7
2	Central Business District	4018	8	76	--	--
3	South Broad	5108	8	84	--	--
4	Ironbound	14011	27	73	913	6.5
5	Airport/ Port Newark	(included in Planning Area (4))				
6	Dayton	2880	6	89	2458	85.4
7	Weequahic Clinton Hill	11449 13639	27 19	71 71	-- --	-- --
8	Springfield/ Belmont West Side	9655 16233	8 20	86 74	4742 --	49.1 --
9	Fairmont/ College Hgts.	7312	8	80	819	11.2
10	Vailsburg	12182	37	62	301	2.5
TOTAL CITY		127184	20.5%	79.5%	12721	10.0%

Source: Housing Strategy Report, City of Newark, N.J., 1975
 1970 U.S. Census of Housing

TABLE 2 4

CONDITION OF RESIDENTIAL STRUCTURES, 1973
 (By Planning Area)
 City of Newark, New Jersey

Planning Area	Neighborhood	Total Structures	Condition of Structures			
			Good	Fair	Deter.	Dilap.
1	Mt. Pleasant/Seventh	1413	505	711	163	34
	Forest Hills	2491	1711	741	39	--
	North Broadway	1429	658	641	117	13
	Roseville	3189	1985	976	194	34
2	Central Business District	490	81	260	121	28
3	South Broad	1390	209	545	514	132
4	Ironbound	4379	2706	1469	182	72
5	Airport/Port Newark	(included in Planning Area 4)				
6	Dayton	168	114	52	2	--
7	Weequahic	3722	1961	1321	401	39
	Clinton Hill	3362	780	1823	651	108
8	Springfield/Belmont	731	66	373	176	120
	West Side	4260	649	2773	704	134
9	Fairmont/College Hgts.	2188	155	959	755	319
10	Vailsburg	4911	3583	1278	48	3
TOTAL CITY		31140	14272	12531	3477	860

Source: Housing Strategy Report, City of Newark, N.J., 1975
 Survey of Land Use and Building Conditions, 1973
 Mayor's Policy and Development Office

(b) Housing Needs of Lower income Households

Another important dimension of the overall housing need relates to resident families and individuals who are paying an excessive portion of their income for housing. In 1978, it was estimated that 33,000 lower income households (approximately 27% of total households) were considered as needing housing assistance (Table 2.5). Over the past two years, however, approximately 7,300 lower income households have benefited from greater availability of housing units (Table 2.6).

2.3.2 Housing Policies and Priorities

The City has taken substantial steps in the past several years to reactivate housing activity after the Federal suspension of housing subsidy programs in the early 1970s. In general, these activities have concentrated on developing low density, moderate income housing, housing for the elderly, modern scattered site public housing, and the initiation of neighborhood housing rehabilitation programs. Future housing actions should support this general housing strategy.

Meeting the housing needs of the City of Newark will, to a large extent, depend on:

- o increased commitment by residents, housing investors, and financial institutions to residential investment and reinvestment
- o increased commitment on the part of the Federal Government in support of housing activities
- o a targeted and coordinated attack on housing problems and deterioration at the neighborhood level
- o actively promoting the City as a place in which to live and own housing
- o ensuring that all neighborhoods are adequately served by food markets and convenience shops.

TABLE 2.5

HOUSING ASSISTANCE NEEDS OF LOWER INCOME HOUSEHOLDS, 1978
City of Newark, New Jersey

Status of Households Requiring Assistance	Households			
	Total	Elderly/ Handicapped	≤4 Persons	5+ Persons
Owners	447	37	40	370
Renters	32987	5359	19691	7937
TOTAL HOUSEHOLDS	33434	5396	19731	8307
Percent of Total	100%	16.1%	59%	25%
Female Headed	9691	1081	6811	1799
Minority	26764	3288	18810	4966

Source: Housing Assistance Plan, City of Newark
Community Development Application - Year 4
(January, 1978)

TABLE 2.6

HOUSEHOLDS ASSISTED, IN 1976 - 1977
City of Newark, New Jersey

Type of Assistance	Total	Elderly/ Handicapped	≤4 Persons	5+ Persons
New Construction - Rental Units	3395	1563	1078	754
Rehabilitation - Rental Units	2682	625	1618	439
Existing Rental Units Rehabilitation	510	85	270	155
Assistance to Homeowners	706	85	496	125
TOTALS	7293	2358	3462	1473

Source: Housing Assistance Plan, City of Newark
Community Development Application, Year 4
(January, 1978)

(a) New Construction

New housing construction will be undertaken in conjunction with overall development plans for each neighborhood in Newark. Specifically new housing development will be directed towards using the limited amounts of vacant and suitable for housing and replacing units lost through fire or abandonment. Any new housing will be consistent with the overall density level established for each neighborhood and be compatible with the character and basic housing needs of the neighborhood.

The development of new housing resources will require a high level of public and private cooperation in project conceptualization, land assembly, the application of land development controls, and the use of developer incentives. New construction can serve as an important stimulus for generating neighborhood reinvestment in housing maintenance and rehabilitation.

(b) Rehabilitation and Maintenance

Housing rehabilitation policies are designed to meet the key objectives of neighborhood stabilization and will require adequate public support of private reinvestment in areas suitable for such treatment. Rehabilitation will be undertaken in conjunction with overall neighborhood development plans to ensure a consistent approach to long-term neighborhood objectives. The City will continue to support the neighborhood rehabilitation activities by:

- o continued use of Title I Community Development funds to underwrite the cost of rehabilitation loans and grants
- o coordinating and directing future capital improvements and expenditures to neighborhoods undergoing extensive preservation efforts
- o continued provision of rehabilitation services to neighborhood owners and investors

- o extending the Neighborhood Housing Services (NHS) and Neighborhood Improvement Programs (NIP) in accordance with overall neighborhood improvement criteria
- o undertaking residential rehabilitation with a minimum disruption to the social and economic balance of the neighborhood

Since city-wide rehabilitation needs far exceed resources available to meet them over a short-term period, the City will focus its activities on neighborhoods which have indicated strong resident interest and commitment to housing improvement. Since effective revitalization requires strong neighborhood involvement on a continuing basis, the City will continue to explore mechanisms for strengthening resident participation and involvement as part of specific neighborhood improvement efforts. Where possible, rehabilitation efforts will be directed to creating additional ownership opportunities for residents.

City housing maintenance activities will be geared to stimulating additional reinvestment in housing with minor structural deficiencies. A systematic housing inspection program should be developed in tandem with rehabilitation efforts on a concentrated neighborhood basis. The City will also explore the use of housing information and training programs such as homeowner maintenance and property management to reinforce neighborhood revitalization efforts.

Housing improvement programs can expand the number of job opportunities available to Newark residents. Rehabilitation and maintenance should be designed in conjunction with manpower training to provide for direct resident participation in the neighborhood revitalization process.

(c) Housing Assistance

The City's ability to meet the housing assistance needs of low and moderate income households is dependent on continued support by Federal

and State housing and community development programs. Assistance needs include:

- o construction and rehabilitation subsidies to reduce the cost of housing for owners and tenants
- o direct household subsidies to reduce imbalance between housing costs and resident ability to pay for housing
- o expanded support to upgrade capital facilities and services in Newark's neighborhoods.

Housing assistance programs will be integrated with specific development actions scheduled for individual neighborhoods. A sustained public commitment is a key element in generating required private investment and reinvestment in Newark. The primary vehicle for coordinating housing assistance requirements is the City's Housing Assistance Plan -- an integral part of the City's Community Development Program.

2.4 TRANSPORTATION ELEMENT

The economy of the City and the well being of its people are in part dependent upon the City's ability to provide adequate mobility for people and goods.

Newark, as a hub of regional transportation facilities and service, serves much of the increasing travel demands of both residents and non residents. The key priorities center on providing linkages between Newark's street network and the regional system and on the community's local circulation and distribution pattern. The transportation element of the Master Plan identifies specific objectives and a number of actions which are directed at addressing these priorities.

Ongoing regional transportation planning, primarily through the effort of the New Jersey Department of Transportation's current Newark Feasibility Study, soon will provide specific recommendations which can be considered as additions or modifications to this transportation element. Accordingly, the recommendations of this Plan must be viewed in the context of this and other regional planning efforts.

The transportation objectives of the Plan are to:

- o improve access between regional highway facilities and the local arterial street system
- o improve truck access and circulation as well as rail and maritime freight movement to industrial areas
- o resolve problems relating to local traffic circulation and parking
- o improve the level of service and passenger amenities provided by the existing public transportation system
- o reduce misuse of local residential streets.

2.4.1 Existing Circulation System

The City of Newark has an extensive system of highway and transportation facilities. These highway facilities and supporting streets form a network for over-the-road movement of goods and freight, as well as for automobiles passing through the area, and provide access to properties adjacent to these streets. Some streets give preference to through traffic movements, others to site access; some must accommodate both functions. As part of the ongoing transportation planning process in Newark, each street in the City is classified by its existing and/or intended primary function. These street classifications are defined as follows:

- o Principal Arterials (Freeways - Expressways) - Expedite movement of all types of traffic to and from distant points within the City or the surrounding region and provide only limited access.
- o Principal Arterials (Arterial Streets) - Serve, in conjunction with expressways, as the primary network of travel between the principal functions of the City and generally provide free access. However, there is the potential to prohibit parking and/or loading as required to improve the street's traffic capacity.
- o Minor Arterials - Interconnect with and augment the principal arterial system and provide service for trips of moderate length at a somewhat lower level of service. However, there is the potential to prohibit parking and/or loading as required to improve the street's traffic capacity.
- o Collector Streets - Serve internal traffic movement within various sections of the City and connect with the arterial street system, provide access which is limited only at critical points and may serve local bus routes.
- o Local Streets - Serve abutting land-uses and provide access with few or no restrictions, although through traffic is deliberately discouraged.

The proposed street network, based on the previous functional definitions, is shown in Figure 2.5, Transportation Plan, and is as follows.

Principal Arterials (Freeways - Expressways)

I-78	New Jersey Turnpike (I-95)
I-280	New Jersey Turnpike Extension
Route 1-9	(I-95 Extension)
Route 22	Garden State Parkway
	McCarter Highway (Route 21)

Principal Arterials (Arterial Streets)

Boomfield Avenue
 Boomfield Place
 Broadway
 Broad Street
 Doremus Avenue
 Ferry Street (East of Lexington Street)
 Frelinghuysen Avenue (to Poinier)
 Market Street (Springfield to east)
 Poinier Street (Frelingheysen to Broad)
 Raymond Boulevard (East from Market Street)
 South Orange Avenue
 Springfield Avenue

Minor Arterials

Bergen Street	High Street
Irvine Turner Boulevard	Lyons Street
Bridge Street	Meeker Avenue
Central Avenue	McClellan Street
Chancellor Avenue	North First Street
Clay Street	North Sixth Street
Clinton Avenue	Orange Street
Delancy Street	Park Avenue
East Runyon Street	Raymond Boulevard (Market
Elizabeth Avenue	west to Broad)
Ferry Street (Penn	River Street
Station to Lexington)	South Street
Franklin Avenue	Stockton Street
Grove Street	W. Market Street
Haynes Street	Wilson Avenue

Collector Streets

Adams Street	Munn Avenue
Astor Street	Nesbitt Street
Avenue C	Norfolk Street
Avenue I	Nye Avenue
Avenue L	Osborne Terrace
Avenue P	Pacific Street
Avon Avenue	Prospect Street
Backus Street	Raymond Boulevard (Broad to
Chestnut Street	Lock)
Clifton Avenue	Roanoke Avenue (Avenue P to
Clinton Avenue	Doremus)
Clinton Place	St. Charles Street

Collector Streets (continued)

Court Street	2nd Avenue East
Dawson Street	7th Avenue (Clifton - Broadway)
18th Avenue	S. 8th Street (So. Orange -
Fabyan Place	W. Market)
15th Avenue	S. 12th Street
Foundry Street	S. 18th Street
Grafton Avenue	Springdale Avenue
Hawthorne Avenue	Spruce Street
Heller Parkway	Stanford Avenue
Jackson Street	Stuyvesant Avenue
Jones Street	Sussex Avenue (Clifton -
Lafayette Street	Broadway)
Lake Street	Tremont Avenue
Mt. Prospect Avenue	Union Street
Mt. Vernon Place	University Avenue
Mulberry Street	Van Buren Street
New Street - Foundry Street	Verona Avenue
to Port Street	Washington Street
New Street - McClellan Street	Watson Avenue
to Doremus (paralleling RR	William Street
to west and north of airport)	

2.4.2 The Transportation Plan

The Transportation Plan for Newark contains a comprehensive list of proposals for expressway, arterial, and collector street improvements as well as a series of related actions such as underpass reconstruction, signing, and other more general traffic circulation improvements. All improvements which are primarily focused on the central corridor paralleling McCarter Highway are intended to impact upon the economic development opportunities for the City. A list of these proposals follows.

(a) Connections to the Regional Transportation System

The Garden State Parkway on the west, I-280 on the north, the New Jersey Turnpike and Routes 1-9 on the east, and I-78 and Route 22 on the south provide an excellent regional framework of expressways for access to the City. A major objective of the Transportation Plan is to provide improved north/south capacity in the central corridor of the City and to

provide better connections between both I-280 and I-78 and the central area and between these expressways and the supporting (arterial) street system. To achieve these objectives, plan recommendations are identified below (see Figure 2.5, Transportation Plan). These plans are general in nature and a low for the ultimate development of refined plan alternatives. These plan refinements should be generated by the New Jersey Department of Transportation's Newark Feasibility Study and ultimately made a part of the transportation element of this Master Plan if accepted. These plan changes are

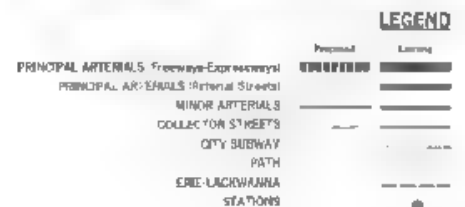
1. Reconstruct Route 21 (McCarter Highway) to expressway standards. Provide access points at approximately one-quarter mile intervals for the purposes of distributing traffic to and from employment concentrations and encouraging through traffic to be diverted from Broad Street, thereby bypassing the central corridor. Interchanges with I-78, Routes 1-9, Route 22, and I-280 are essential and likewise proposed for this upgraded facility.
2. Continue the ramps from I-280 eastward at First Street to connect with the arterial street system of the City. Either of the proposed alternative routes would serve as the distributor/collector of traffic destined for the central corridor.

Alternative A proposes that the I-280 ramp continues eastward over the City subway and remains elevated between Sussex Avenue and Orange Street until it crosses over Central Avenue and makes an at-grade connection with Raymond Boulevard at Lock Street. This alternative would require acquisition and relocation of a substantial amount of the property between Sussex Avenue and Orange Street, and First Street and Lock Street.

Alternative B proposes to extend the ramp over the City subway and connect with Orange Street. While peak hour traffic volumes on Orange Street presently exceed capacity, and 1980 projections predict a marginal increase, the added traffic volumes anticipated would require that Orange Street be widened, intersections improved, parking banned, and reversible lanes considered. Acquisition of properties to accommodate these improvements may also be required.

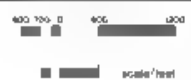


Figure 2.5
TRANSPORTATION PLAN



Newark
Master Plan
1978

Mayor's Policy and Development Office



COOPERS & LYBRAND
BARTON ASCHMAN ASSOCIATES INC.

3. Modify the present I-78 ramps at Hlside and Belmont Avenues to turn eastward and connect to Elizabeth Avenue at E. Runyon Street, and continue E. Runyon Street improvements eastward to connect with Frelinghuysen Avenue. This improved I-78 connection to two arterials would provide truck traffic with direct access to industrial concentrations, as well as provide access to arterials for distributing/collecting central corridor traffic.
4. Construct ramp for traffic traveling from South and Delancey Streets onto southbound Routes 1-9.
5. Improve connections between the Garden State Parkway and I-78. At present, southbound Garden State Parkway traffic cannot travel east on I-78, nor can eastbound I-78 traffic enter northbound Garden State Parkway without traversing local streets.

All of the above improvements should be tested during the Newark Feasibility Study in order to determine the most appropriate use of limited financial resources.

(b) Improvements to the Local Circulation System

In order for the street system within the City to function properly, it must allow for the efficient and effective transportation of goods and people. Several areas must be improved if the basic transportation needs are to be met. The following elements of the Plan are designed to accomplish this objective.

1. Reconstruct Jackson Street Bridge and Raymond Boulevard to provide a minimum 14 foot truck clearance and to eliminate flooding at this intersection.
2. Reconstruct the McClellan Street underpass beneath the Pennsylvania Railroad to a low 14 foot clearance, wider passage for trucks, and to prevent flooding.
3. Construct the continuation of the Delancy Street arterial to its intersection with Avenue P and Wilson Avenue.

4. Construct a new collector street paraleling the Pennsylvania Railroad in the airport periphery area from McClellan Street to Doremus Avenue and interface it with -78.
5. Construct a new collector street between Foundry Street and Port Street to provide access to vacant land for future development as well as to provide missing links in the collector street system.
6. Reconstruct the South Street underpass beneath the Pennsylvania Railroad to allow a minimum 14 foot clearance for trucks.
7. Widen Springfield Avenue between Morris Avenue and High Street to provide consistency of roadway width.
8. Continue implementation of the Citywide TOPICS Program that allows generally low capital-intensive actions to greatly enhance circulation in and access to the central area corridor and other major employment concentrations within the City. Improved pavement surfaces, channelization, intersection signalization, pavement markings, etc. should be provided to reduce significant accident potentials and to facilitate traffic flow.
9. Construct new collector street from Delancey Street to Delaware and Hudson Oak Island Intermodal yard.
10. Reconstruct Wilson Avenue, including the Wilson Avenue Viaduct.

(c) Other Transportation Systems

A number of major improvements to the existing transportation system, including both fixed facilities (rails, stations, etc.) and scheduling of service types, are also elements of the overall Transportation Plan. These proposals include public transit improvements as well as improvements in the transportation of goods.

(1) Newark City Subway Proposed improvements to the Newark City subway take two forms. The most immediate one is a grant application submitted by the City for general refurbishment and rehabilitation of the existing City subway system, including stations, vehicles, and

maintenance facilities. A long-range proposal relates to the extension of the City subway along the Springfield Avenue corridor to the Irvington Bus Terminal. It is likely that the short-range improvement program will be implemented in the next 5 to 7 years. The Springfield Avenue extension, however, is a much longer range proposal. The preliminary feasibility study is now undergoing Federal and State review, and it is doubtful that final design could be completed before the early 1980s, with construction not expected to be completed until approximately 1995. Since the Springfield Avenue extension is a long range project, it is appropriate to encourage implementation of more short-range Transportation Systems Management (TSM) actions to provide preferential treatment for transit vehicles along this corridor. Actions such as provision of bus-stop shelters, bus bays, and limited-stop service along the corridor and the widening of this arterial from Irving Turner Boulevard to High Street will provide a greatly expanded level of service in the short-term -- until a final decision is made regarding the proposed Springfield Avenue subway extension.

Consideration will also be given to construction of additional park-and-ride facilities at selected, existing stations in order to relieve both auto congestion in the Central Business District and parking demands in the downtown by long-term parkers.

(2) Commuter Rail. As part of the State of New Jersey's Comprehensive Program to upgrade existing commuter rail facilities in the State's metropolitan areas, general rehabilitation and refurbishment of the existing Erie-Lackawanna Commuter Rail Lines serving the Newark area are proposed. Not only would the roadbed and electrification be upgraded, but stations themselves would be refurbished and new commuter rail vehicles purchased. However, these proposed improvements must be coordinated with other actions now underway by the City of Newark (such as the planned rehabilitation of the City subway system). A comprehensive review of regional transit improvements needs should be considered.

(3) Bus Transit Improvements. The most prevalent form of public transportation which now serves the City of Newark is surface bus, primarily operated by Transport of New Jersey. However, a significant amount of peak period service is being provided by 30 to 40 privately owned and operated transit companies which furnish both fixed-route/fixed-schedule and suburban express service to and from the Newark central corridor. A comprehensive approach to coordinating these diverse services is an essential element of improved access to the central corridor by public transportation. A general review and revision of the existing route structure and examination of the need for additional stops and/or express service between the central area and suburban areas will be undertaken. In addition, many low capital-intensive actions to facilitate transit usage (such as the creation of a coordinated transit information center, bus bays and loading areas, passenger shelters, and improved schedules and improved bus-stop signs) will be considered as supporting elements of the City's Transportation Systems Management Program to encourage increased transit usage and reduced auto congestion, point source air pollution, and requirements for off-street parking facilities in the Central Business District. Further study of the actual needs for improved transit circulation systems in the central corridor should be undertaken.

(4) AMTRAK Operations. Newark is served by the AMTRAK system with passenger service between Washington, D.C. and New York City through the Pennsylvania Station facility. The Federal Railroad Administration (FRA) within the U.S. Department of Transportation plans to renovate and modernize this facility as well as to construct a 1,300 car parking garage to serve it. Before the site of such a parking facility is selected, however, a careful study of its location with respect to vehicular access and its relationships to existing and future Central Business District office and commercial activities should be undertaken. Further consideration should be given to the location of this facility with respect to a proposed intermodal transportation center which could link intercity buses, as well as the existing functions at Penn Station such as

intra-city buses, the City subway, AIRLINE (van service to Newark International Airport), taxis, autos and pedestrians.

(5) Railroad Freight/Port Facilities. Only in recent years has attention been given to the area of goods movement planning as a complement to planning of person and vehicular movement systems. Thus, while an extensive system of freeways and other highway facilities is being constructed in the Newark metropolitan area and substantial improvements to rapid rail transit and commuter rail facilities are underway, greater emphasis is also being placed on improved goods movement facilities. It should be noted that the combined Port of Newark and Elizabeth represents the largest container port in the world. In order to improve goods movement within Newark, the consolidation and elimination of many competing rail facilities should be considered, including a proposed change in the function of the Oak Island rail yards (adjacent to the Newark International Airport).

(6) Air Transport Service. Newark's International Airport, located partially in Newark and the City of Elizabeth, is approximately 16 miles west of mid-town Manhattan. It is accessible from the major highways, as well as from several rail and bus lines. The airport periphery offers great potential for port-airport related industrial and commercial activity. This is particularly true in light of the proposal for industrial park development in that area as well as the creation of a foreign trade zone by the Port Authority of New York and New Jersey. In addition, the potential for increased international air traffic has not been fully exploited. The airport's proximity to Manhattan makes this latter objective an urgent development priority.

(7) Restrictions On Goods Movement The Central Railroad of New Jersey has an existing railroad bridge across Newark Bay approximately two miles south of Port Newark between Elizabethport and Bayonne which is used minimally. This bridge not only constitutes a significant hazard to navigation in general, but perhaps more importantly, imposes significant

limitations upon the size of a vessel which can utilize the Port Newark facilities. As larger freight vessels are constructed to carry more cargo at a lower unit cost per transoceanic crossing, it will become more difficult for Port Newark to maintain its competitive position in comparison to other New York area port facilities and other East Coast ports of entry. If the bridge continues to impede this type of vessel it should be either demolished or, if justification for continued rail service does exist, a feasibility study for the reconstruction of the existing bridge to provide substantially greater horizontal and vertical clearances should be undertaken.

(8) Goods Movement Planning. An improved information system regarding highway approaches to industries located in the Meadowlands area, Port Newark, and Newark International Airport is warranted. The complexity of ramps and signs associated with the junctions of U.S. Routes 1, 9, 22, and New Jersey Turnpike, -78, and New Jersey Route 21, and other local access roads results in a situation which should be improved, especially for infrequent visitors such as long-distance truck drivers. Thus, it is of major importance that an easily understandable signing program be designed to facilitate truck access to and from the industrial areas, Port Newark, and Newark International Airport.

2.5 UTILITIES/INFRASTRUCTURE ELEMENT

The public provision of utilities, augmented by regular maintenance efforts and effective capital improvements programs, has a significant influence on the retention of existing employers and stimulation of future development in Newark. Comprised of water supply mains and distribution lines, storm and sanitary sewers that facilitate collection and subsequent treatment of Newark's wastes, and the collection and disposal of solid wastes, the City's existing infrastructure system provides certain inherent advantages that enhance its locational attributes.

The objectives of the Utilities/Infrastructure Plan are, therefore, to highlight those local actions that must be undertaken to ensure the viability of the City's infrastructure and to:

- o alleviate all flood conditions, especially in the East Ward
- o upgrade by relining and/or by replacement of the most severely deteriorated storm and sanitary sewer systems and water distribution lines
- o relieve catch basin flooding, and other surface flooding throughout the City
- o provide utilities in the Meadowlands and the airport periphery area where required to increase the desirability of such areas.

2.5.1 Overview of Needs

As a result of many social service demands on Newark's tax base in the last two decades, and strict regulations on the use of State and Federal grants-in-aid that did come to the City in support of local taxation efforts, minimum amounts were expended for routine maintenance and upkeep of the City's infrastructure system. Although local commitments to match Federal urban renewal programs from available capital sources encumbered local debt capacity, municipal efforts to comprehensively

address infrastructure requirements have continued. To improve the overall situation, however, a coordinated planning effort must be initiated that involves all levels of government as well as the private sector.

2.5.2 Water Supply and Distribution

The water distribution system serving Newark is supplied predominantly by the City-owned Pequannock River, as well as by water received through the North Jersey District Water Supply Commission as a result of Newark's 40.5 percent ownership in the Wanaque-Ramapo River supply, and by water received by contract from the Elizabeth Water Company. The system, maintained by Department of Public Works, consists of approximately 500 miles of low pressure supply mains, 35 miles of mains in the special high pressure fire system, 65,000 service connections, and 9,000 gate valves. Furthermore, the City of Newark's water supply serves 650,000 persons in the northeastern New Jersey area, meeting a multitude of industrial, commercial, residential, and leisure-time demands.

Therefore, the quantity and quality of the water supplied by the Newark system is of paramount importance. The quantity of water available to meet Newark's current and projected demand is adequate. However, Newark is currently designing a \$25 million water treatment facility for construction at the Pequannock water source points, to be augmented by a water testing laboratory downstream in Little Falls. Local resources alone, however, cannot support the treatment facility. The water system improvement will, of necessity, be funded by State or Federal sources.

The second most important water quality issue centers on the upgrading of the supply and distribution lines. Prone to tuberculation, resulting in lowered pressures, the City's mains must be rehabilitated. The Plan recommends the systematic cleaning and lining of the entire distribution system from the major points of entry to the system inward; the replacement of totally deteriorated mains, the replacement of selected

valves in the Pequannock Watershed, Pequannock Aqueducts, and the Cedar Grove and Belleville Treatment Plants; the reconstruction of the supply lines from the Pequannock Watershed to the Belleville Reservoir; and the selective and timely extension of service to the Meadowlands.

2.5.3 Solid Waste Collection and Disposal

The Department of Public Works is responsible for the collection and disposal of refuse. The City is divided into districts and the frequency of collection is based upon the density of the area served. In addition, private collectors augment the services provided by the Department of Public Works.

Solid wastes are currently being delivered to a land-fill site at Kearney in the Hackensack Meadowlands because the City's land-fill facilities have reached capacity. However, plans are underway to develop a waste-recycling facility in the industrial river area north of Raymond Boulevard and adjacent to the New Jersey Turnpike. Newark has approved a contract for construction of a 3,000 ton per day privately financed facility. The recycling plant will receive an estimated 550 tons of solid waste per day from Newark and will contract for additional waste from surrounding communities. The City will receive payment for all non-Newark waste processed at the facility. The facility will guarantee disposal of Newark's waste for a period of twenty years. Initially, the products generated will be ferrous metals and a powdered fuel. Public Service Electric and Gas Company has contracted to buy this fuel for use in its Bergen generating plant, located adjacent to the recycling plant site. Eventually, aluminum and glass will also become isolated recoveries. It is hoped that this facility will attract industries to the Meadowlands area which can utilize these recycled materials.

Plant construction is scheduled to begin in early 1979, and it is projected to become operational before 1981. However, a number of reviews and permits from agencies including the New Jersey Public Utilities Service are needed before such a plant can become operational.

It is of interest to note that, in conjunction with the Port Authority, the New Jersey Economic Development Administration has indicated an interest in constructing a solid waste resource recovery facility in Newark. This facility, which is proposed for the Meadowlands, will be part of the development of an Urban industrial park.

2.5.4 Sanitary and Storm Sewer System

The Newark sewer system, comprised of an in-place network of combined (sixty percent) and separated storm and sanitary sewers, drainage ditches, diversion chambers, and outfalls, carries millions of gallons annually of waste and surface run off eastward to one of the two sewage treatment facilities and eventually, after treatment, to the Newark Bay. The Passaic Valley Sewerage Commission (PVSC), serving twenty-eight member municipalities in the northern New Jersey region, is currently upgrading its Newark treatment plant to secondary treatment status at an estimated cost of \$400 million.

The PVSC facility, handling eighty percent of Newark's sewage and the preponderance of Newark's industrial wastes will remove eighty-five percent of the solids from the Newark waste flow while aerating all liquid wastes. The treated effluents will continue to be discharged into the Newark Bay, but at a substantially reduced cost to the regional environment.

The Joint Meeting Maintenance Sewage Treatment Plant, serving the westerly portion of Newark and ten surrounding localities, treats somewhat less than ten percent of Newark's waste water. The Joint Meeting is also being upgraded to secondary treatment status at an estimated cost of \$45 million. The remaining 10 percent of Newark's wastes, generated primarily in the northern section of the City, is discharged by the Second River Joint Meeting facility to the PVSC. This facility serves Newark and six neighboring municipalities.

Over 410 miles of City sewer lines and in excess of 8,000 catch basins are maintained and operated by the City. Newark has studied its storm and sanitary flow conditions extensively with respect to pollution abatement and is cooperating in an areawide study of sewer infiltration and inflow. However, minimum local capital is available to translate the study recommendations into timely construction programs. Thus, the City has relied upon Federal agencies such as the United States Department of Commerce to provide \$5 million toward the construction of a \$7 million pumping station in the airport periphery area to relieve surface flooding. The New Jersey Economic Development Administration has also provided grant funds toward the construction of a pumping station to assure the economic feasibility of an industrial park in the Meadowlands. These efforts have served to establish a most important bond between the public and private sectors in Newark.

In that only forty percent of the municipal sewer system is separated, localized flooding and pollution are frequent during periods of heavy rainfall. Combined with the lack of sewers in many areas of the Meadowlands, the Plan recommends that the City undertake a comprehensive program of:

1. Flood abatement

- o construct at least one additional pumping station in addition to the peripheral ditch pumping station soon to be built
- o widen drainage ditches and remove debris and obstruction from them
- o construct storm relief sewers in the south, west, and north wards to alleviate existing flooding conditions.

2. Sanitary Sewers

- o clean existing sewers where necessary
- o replace existing, deteriorated, and undersized sanitary sewers in the older sections of the City

- o provide new service to portions of the Meadowlands area
- o develop an innovative and cost-effective approach to the inspection of existing sewers to be supported annually.

3. Storm Sewers

- o replace catchbasins and basin connections throughout the City as part of a continuing program
- o construct new storm sewers in portions of the Meadowlands.

It is essential that redevelopment in the corridor and new development in the Meadowlands be stimulated through the phased upgrading of existing and construction of new sewers. Furthermore, it is crucial that the full value of flood-free lands and improvements be realized by investors, employers, and residents in Newark.

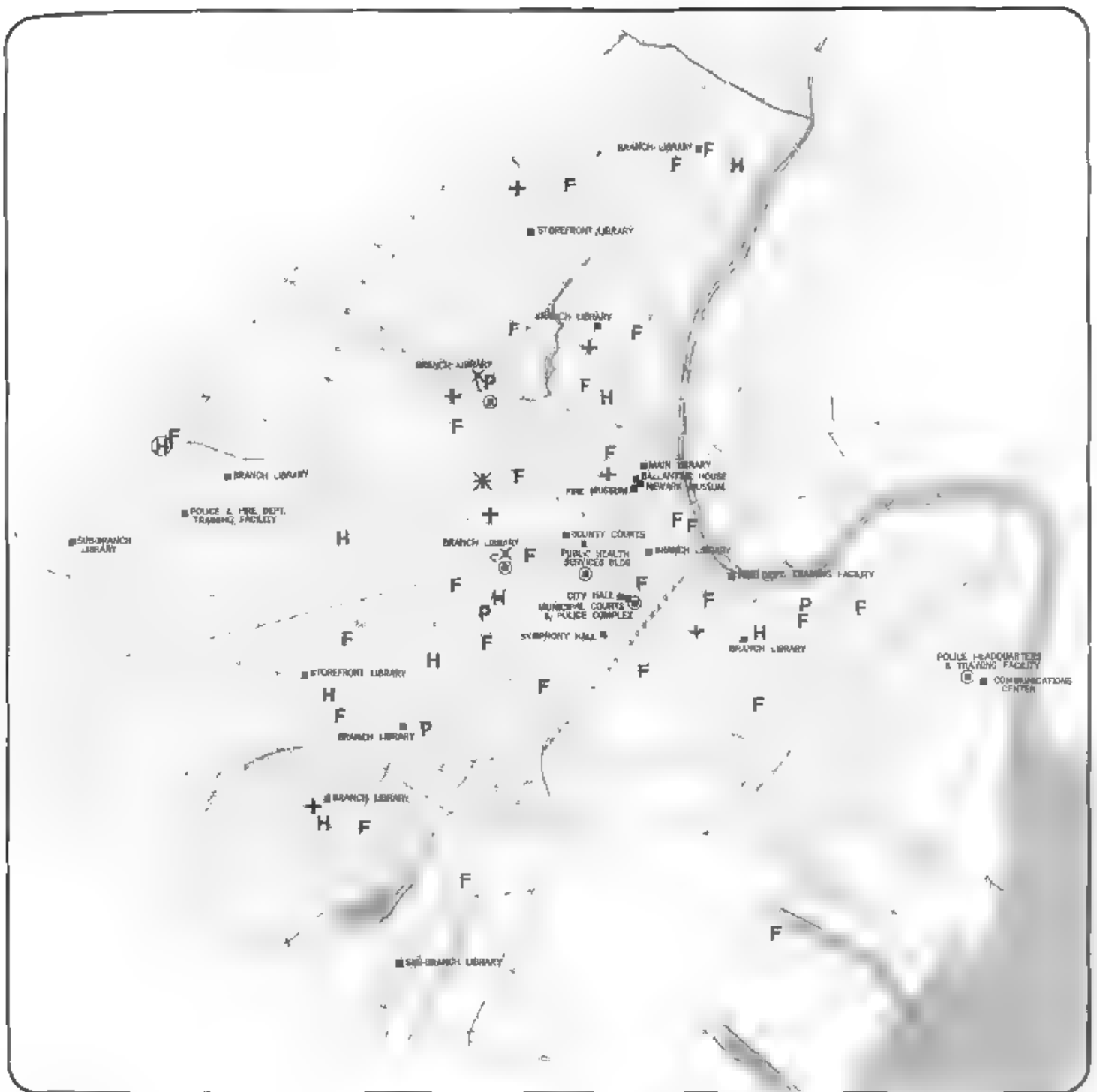


Figure 2.6
COMMUNITY FACILITIES PLAN

LEGEND

- PUBLIC ADMINISTRATION BLDGS.
- H HEALTH CENTERS
- F FIRE STATIONS
- P POLICE STATIONS
- ⊕ HOSPITALS
- PROPOSED SITE SPECIFIC
- PROPOSED NOT SITE SPECIFIC
- X TO BE ABANDONED

Newark
Master Plan
1978

Mayor's Policy and Development Office



CHOPPER & LYBRAND
BARTON ANSCHUTZ ASSOCIATES INC.

Table 2.7

**HEALTH FACILITIES
CITY OF NEWARK, NEW JERSEY**

<u>TYPE OF FACILITY</u>	<u>LOCATION</u>	<u>LICENSED BEDS (1974)</u>	<u>COMMENTS</u>
HOSPITALS			
1 Columbus Hospital	495 N 13th Street	206	A Medical Center complex encompassing the Children's Hospital, Newark Eye and Ear Infirmary, and Presbyterian Hospital, as well as an Orthopedic Center and the Hospital for Crippled Children and Adults. It is also the regional treatment center for radiation therapy.
2 United Hospitals	15 S 9th Street	634	
3 St. Michael's Hospital	306 High Street	456	Offers total health care and has special facilities for coronary care. Operates the Gladys Dickinson Neighborhood Health Center for the Disadvantaged.
4 Martland Hospital/ New Jersey College of Medicine & Dentistry	65 Bergen Street	631	Associated with the New Jersey College of Medicine and Dentistry. To be replaced by new facility (485 beds) scheduled to be completed in 1978. Includes separate alcohol treatment center, Martland Community Mental Health Center, Pathology Lab, Family Health Care Centers
5 St. James' Hospital	155 Jefferson Street	216	Primary emergency receiving hospital for the airport, port, and Newark portion of the New Jersey Turnpike, plus the Ironbound and E. Newark area. Has special intensive care and coronary care unit, Department of Nuclear Medicine, and Department of Physical Therapy and Rehabilitation.
6 Beth Israel Hospital	201 Lyons Avenue	512	A facility presently undergoing major improvements (\$39 million). Offers comprehensive care and also provides treatment services in kidney disorders, pulmonary rehabilitation, psychiatric problems, oncology (cancer) and pediatrics

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HEALTH FACILITIES CITY OF NEWARK, NEW JERSEY

TYPE OF FACILITY	LOCATION	COMMENTS
HEALTH CENTERS		
1. Gladys Dickenson Health Center	95 7th Avenue	Offers comprehensive service program in adult medicine, pediatrics, obstetrics, gynecology and dental care. Emphasis is placed on preventive health maintenance, continuity of medical care and nonfragmented treatment.
2. Lyons Family Health Center	172 Lyons Avenue	A multi specialty group practice which provides comprehensive health care.
3. West Side Medical Center	207 16th Avenue	
4. North Jersey Community Union Health Center	115 Charlton Street	Housed in old brewery building, it provides, in addition to health services, manpower training, day care, legal services and senior citizen aid.
5. Timothy Still Health Center	194 Clinton Avenue	Emphasizes preventive health care, is both a diagnostic and treatment center.
6. Besicovich Health Center	743 Clinton Avenue	Provides ambulatory health care services, nutrition counseling, family planning, social and dental services.
7. Dayton Hayes Community Health Center	101 Ludlow Avenue	Ambulatory health care services. Staff includes medical technologist, physician, social worker and health team assistant.
8. North Newark Community Health Center (formerly American Legion Hospital)	741 Broadway	Recently renovated.
9. Tri-City Children's Health Action Project	681 South 19th Street	Full ambulatory health care, including periodic exams, screening, lab tests and immunizations.

Source: "Newark Now 1970-1975: Positive Health Trends and Health Planning Agency Health Planner, Newark Health Planning Agency"

Today, health centers play a key role in the decentralized delivery system of medical services. The nine centers established since 1967 are designed to mitigate health problems in specific areas of the city by providing convenient, high quality, personalized, and comprehensive care. Some of the centers are operated by the City, whereas others are privately run under contractual agreement with the City.

Specialized services relating to mental health, dental care, drug abuse, alcoholism, the handicapped (including services for the blind and deaf, physically handicapped, and the mentally retarded), family planning, elderly care, nutrition, and infant care are provided at various locations throughout the City. Frequently these services are offered through special hospital programs; however, particularly in the areas of drug abuse, "baby keep well" education programs, dental care, and family planning, services are provided at separate clinics, multi-service centers, guilds, or homes.

The deficiencies in the health system are related less to the physical facilities than to the actual services--their provision and administration. The effort to decentralize the health service delivery system has been relatively effective. However, two possible exceptions are the Vailsburg - Westside and the Ironbound areas. Large residential concentrations exist in these locations, and they are not served by an accessible medical center capable of providing comprehensive care. In terms of support services, there is a need throughout Newark for additional facilities to serve the elderly -- particularly in the form of daycare centers and provision of special transportation.

Present plans call for the construction of a Public Health Services building which will accommodate all administrative office needs and a central health clinic. In addition, several capital improvements are currently underway including the construction of the new teaching hospital associated with the New Jersey College of Medicine and Dentistry, the major improvements being made on the Beth Israel Hospital, and the conversion of the former American Legion Hospital to the North Newark Health Center.

The first-order priority of the plan is the establishment of two additional health centers -- one in the Varsburg area to be incorporated into the mixed-use development proposed at the corner of Sanford and South Orange Streets, the other in the Ironbound area, located perhaps on Ferry Street. The St. Mary's site in the Varsburg section is planned to be a health center and nursing home. A second-order priority of the plan includes the identification of support facility needs at the College of Medicine and Dentistry in order to determine the most effective use for the remaining Martland Hospital building and site. Finally, the plan is to establish additional daycare centers for the elderly in areas demonstrating substantial need based upon the study of health district statistical profiles.

2.6.2 Fire Facilities

The immediate objectives of the Fire Department are to repair and renovate antiquated fire stations, isolate the Fire Department's communication center in a secure location, maintain its superior fleet of pumpers, ladder trucks, and other fire fighting apparatus, and upgrade existing low pressure water distribution mains in certain key industrial and residential areas.

The Fire Department consists of 38 fire companies located in 26 stations throughout the City. Facilities are provided in accordance with standards established by the National Board of Fire Underwriters. As a result, the spatial distribution of stations is adapted to the character of the surrounding development.

Most of the existing fire stations date from the late 1880s. Although the 1977 Capital Budget allocated funds to repair, reconstruct, or finish construction for 19 of the stations, many facilities still are in need of extensive renovation. Another need expressed by Fire Department officials is to move the central communications system to a secure facility outside of its present location in City Hall.

The plan recommends that the needs assessment for fire stations be updated in light of recent improvements, and that the remaining structural deficiencies be identified and corrected. In addition, a secure facility for the central communications center should be determined, perhaps associated with the Avenue P project (the Police Training Facility) in the Meadowlands.

2.6.3 Police Facilities

The objective of this plan element is to provide adequate facilities for the efficient administration, training, and operations of the Police Department.

The Police Department, the largest staffed agency in the City, is composed of two major divisions -- the uniformed force and the administrative operations. The uniformed police force basically operates out of four district stations. Central administrative operations are scattered in five different locations. Despite the fact that the Fire Department has its own new training facility, the Police Department continues to share the Police Academy with the Fire Department.

In response to the need for its own facility, a police substation/training facility is scheduled to be built in the Meadowlands along Avenue P. Currently, efforts are also being made to centralize the police administration. Both the Municipal Courts/Police Headquarters complex and the City Hall Annex are being reconstructed to accommodate portions of central operations.

Since the need for the centralization of police administration and the provision of police training facilities is scheduled to be met, the plan recommends that the structural and functional condition of the existing precinct stations be assessed. In response to identified deficiencies, rehabilitation efforts should be considered.

2.6.4 Public Buildings - Administration Office Space

Public buildings are maintained in order to provide:

- o adequate space for the efficient administration of municipal affairs
- o storage facilities for equipment and supplies
- o maintenance shops
- o service distribution points (i.e., a precinct police station, a health center, etc.

Administrative space requirements needs are the focus of this plan element. The adequacy of such facilities can only be evaluated relative to the demand for space and the physical efficiency of administrative activities.

The general trend in administration is toward the centralization of the different City departments. Currently, there are demands to centralize the courts, police, health services, and public works administrations. Several ongoing and scheduled projects will meet the majority of these needs, with the exception of those expressed by the Public Works Department.

It is recommended, given the large number of publicly owned buildings, that all administrative office needs be met by converting or rehabilitating existing structures so that no new buildings are required. If necessary, offices should be leased in privately owned structures. The only exception to this rule should be special-use facilities for which it would not be cost-effective to convert an older structure.

2.6.5 Public Works Facilities

The Department of Public Works is responsible for the maintenance of the entire urban infrastructure and the management of all municipal

buildings and City-owned properties. Nine facilities throughout the City accommodate the following department divisions:

- o Division of Sanitation
- o Division of Sewers
- o Division of Streets and Sidewalks
- o Division of Traffic Signals and Signs
- o Division of Water Supply
- o Division of Motors
- o Division of Public Property

Presently, all municipal vehicles are stored in the open and are subject to extensive vandalism and deterioration. There is a pressing need for an equipment complex and storage facility/garage for municipal vehicles. Furthermore, because of the fragmentation of the various departmental divisions, there is a need to decentralize the Public Works administration.

A former Public Service and Gas Company building has been given to the City. Its conversion is slated for use as a garage/maintenance facility. This facility is anticipated to be operational by the end of 1979.

2.6.6 Social/Cultural Facilities

Social and cultural facilities provide unique entertainment, recreational, and educational opportunities. These facilities include the Main and Branch Libraries, Symphony Hall, the Museum, and several other special structures.

The overall objective of the Plan is to increase utilization of these resources by residents and nonresidents by enhancing the facilities, themselves, and by improving the support facilities such as parking and the pedestrian environments. The Plan calls for incorporating Symphony Hall, the Museum, Ballantine House, and the Main Library into a unified Plan for

Broad Street which is designed to establish the area's unique identity. This subject is described in greater detail as part of the Urban Amenities section in the Conservation/Environmental Element.

2.6.7 Library Facilities

The purpose of a library is to promote self-education through creative learning, to equalize opportunities, and to mitigate socio-economic decay through education. Thus, a primary objective of a library system is to provide facilities at easily accessible locations throughout the City.

Presently, the Library system consists of the Main Library and eight branch libraries, two store-front libraries, two sub-branch (in elementary schools) libraries, a business library, one book-mobile, and several outreach facilities.

The most pressing need of the library system is for the expansion and improvement of the Main Library. There are also some neighborhoods which are not included in the primary service areas of the existing branch system. The largest unserved area is in the vicinity of Lincoln Park and the neighborhoods surrounding South Broad Street. Another unserved area exists in the vicinity of West Side Park.

Except for one of the existing branch libraries, all facilities date from the 1920s and are in need of extensive renovation. Two of these, the Roseville and Springfield branches, have been recommended for relocation because of their poor physical condition, limited accessibility, and declining use. Before any major rehabilitation or construction efforts are undertaken, consideration should be given to the projected population declines in the specific area (particularly in the school age groups). In light of the population projections, emphasis should be placed on more adaptive facilities such as storefront and sub-branch libraries. Alternatively, the reconstruction of existing branch libraries should be premised upon adapting the services provided by the facilities in the event of declining library use.

Plan recommendations related to library facilities are to:

- o expand the Main Library
- o examine the parking needs associated with the Main Library and explore the possibility of a joint-use parking facility serving the Library, Museum, and the general public
- o conduct a study of the impact of population decline on library use and the possible ways to adapt services and facilities to these changes

Subject to change based upon study findings, other recommendations are to:

- o renovate those branch facilities in need of repair or modernization
- o establish storefront libraries in areas which are presently unserved, the South Broad Street and West Side Park areas
- o examine the cost effectiveness of the relocation of the Springfield branch library and the Roseville branch library in light of existing alternatives and projected population declines.

2.6.8 Historic Facilities

As the third oldest city in the United States, Newark has many important historical sites and buildings. One objective of the historic preservation effort is to preserve the most important examples of its long history. The preservation sites include residential structures, commercial structures, industrial facilities, religious edifices, and a variety of other buildings and sites. Many of the landmarks serve as community centers, museums, educational institutions, and points of identification. Not only are the preservation efforts directed at specific sites, but also at entire districts such as the James Street Commons Historic District. This 20-block district, totaling some 65 acres of land, is of historical and architectural significance because it contains one of the largest concentrations of

Table 2.8

LIBRARY FACILITIES
City of Newark, New Jersey

Facility	Location	Planning Area	Year Constructed
Main Public Library	5 Washington St.	2	1901
Business Library	34 Commerce St.	2	1922
Branch Libraries			
North End	722 Summer Ave.	1	1930
Branch Brook	235 Clinton Ave.	1	1966
Roseville	99 Fifth St.	8	1924
Valisburg	75 Alexander St.	10	1927
Springfield	50 Hayes Street	9	1923
Clinton	739 Bergen St.	7	1925
Van Buren	140 Van Bueren St.	4	1923
Weequahic	355 Osborne Terrace	7	1929
Sub-Branch Libraries			
Dayton Elementary School	226 Dayton St.	6	1952
Mt. Vernon Elementary School	142 Mount Vernon Place	10	1955
Storefront Branch			
First Avenue	282 First Ave.	1	1974
Madison	790 Clinton St.	7	1974

Source The Public Library of Newark: A General System Planning Study, a report from the regional Science Research Institute, September 1973 to the Public Library of Newark, and Newark Public Library Annual Report 1976.

brick and masonry rowhouses, most of which were built in the late Victorian period (1880s-1890s) that still exist in Newark. Some of the Newark's finest institutions--Newark Museum, Newark Public Library, Bal-lantine Mansion, Polhemus House, Fewsmith House, Saint Michael's Hospital, the Lloyd House, Saint Patrick's Cathedral, Second Presbyterian Church, Bishop Bayley House, Lyons Farms Schoolhouse, and Washington Park--are also located within this area. In addition, Blue Cross/Blue Shield recently constructed a new office building there, Rutgers University has many administrative offices within the district, and some industrial and commercial uses still remain in the area.

The unique character and innovative reuse potential provided by areas such as the James Street Commons District, can be a cornerstone of the urban revitalization efforts. This historic area, which includes adjoining Washington Park and other landmarks which surround Lincoln Park, will contribute significantly to the creation of a strong identity for Broad Street. The preservation of Newark's remaining historic sites and buildings should be used to remind people of its long and proud history as one of the leading industrial cities of the country. Historical preservation should be employed as a stimulus to revitalize declining areas of the city.

2.6.9 Educational Facilities

The Master Plan focuses on physical development and the social implications of that development. Schools, due to age and deterioration, often do not provide an adequate learning environment and the required facilities to properly support a program of quality education.

Educational attainment levels are one measure of employability. The local public educational system is the single entity most responsible for addressing the needs of Newark residents in this area. The programs offered by the Board of Education, the manner in which they are administered, and the facilities that are available to support them are the key elements of a public effort to prepare Newark residents for productive participation in society.

(a) Existing Conditions

There are 69 elementary schools, five junior high schools, ten high schools, and nine special schools in the public school system. These figures include annexes as well as leased facilities. Of the 93 buildings utilized by the Board of Education for instructional purposes, 79 are publicly owned and 14 are leased.

The average age of all school facilities is 55 years. Elementary schools are an average of 59 years old, junior high schools 45 years old and high schools 37 years old. Newark's special schools operate from structures that average more than 60 years old. There are only five schools in the City that are either less than 10 years old, or have had additions built in the last 10 years. On the other hand, there are seven schools that are either entirely, or have portions of their structures over 100 years old.

The schools in Newark accommodated a pupil population of just over 71,500 in 1976, including those in special education. There were approximately 52,200 students in grades K-8, 16,500 in grades 9-12, 200 in pre-K, 1,700 enrolled in special schools, and the remainder enrolled in special classes. The average K-8 school had an enrollment of more than 900, the average junior high school more than 950, and the average high school more than 1,400.

The average elementary school site in Newark is 1.9 acres, the average junior high school site is 2.7 acres and the average high school site is 3.4 acres. The largest school site in the City is Barringer High School with 7 acres. It is also the largest school with an enrollment of more than 2,700 students.

Currently, the Board has opened the Louise A. Spencer school (K-8), that will draw students primarily from the Charlton Street School, which has been closed. In addition, a new elementary school, Weequahic Area

Elementary School, is under construction to accommodate students from the southern portion of the City, primarily to replace leased facilities. Also, East Side High School and Arts High School are undergoing major rehabilitation with new additions. A site for a new school on Hunterdon Street is owned by the School Board. Additional sites are owned and/or agreements have been made for ownership with the Newark Redevelopment and Housing Authority for future school development. Their eventual disposition must be considered in conjunction with the needs identified in the Master Plan and Educational Facilities Plan.

(b) Plan Development

In presenting a plan for educational facilities in Newark, there are three key considerations that will determine the thrust of such an effort. School facilities must:

- o be structurally and functionally safe and provide the means to adequately support required programs
- o reflect future student demand based on demographic projections and shifts in population brought about by urban renewal and redevelopment programs which tend to concentrate school age children
- o accommodate appropriate changes to the organization and nature of the educational system presently supported by the board.

The condition of schools in Newark and the compelling need to provide the type of quality education that will improve the employability of Newark residents emphasizes the importance of adopting an overall facilities plan. In addition limited local resources for capital construction and a projected decline in City and student population to 1990 add to the need for careful planning. The following policies will guide the information of such a plan:

- o new schools
 - replace schools with low quality ratings where closure is imminent and the projected area demand is sufficient to warrant a new facility

- locate schools in residential areas, buffered from major arteries, industrial and commercial uses, and apparent or planned transitional activities (more important in the case of elementary and middle schools)
 - provide adequate site capacity for outdoor recreational opportunities, or locate schools adjacent to ample existing open space
 - limit elementary school capacity to 650 and attempt to plan facility use to provide appropriate K-4 splits to improve the learning environment
 - limit high school capacity to 2,000
 - where appropriate, provide facilities for special vocational and job training programs
 - coordinate actual site selection with the Newark Master Plan and other related plans and programs. (Community Development, Transportation Improvement Program, etc.)
- o rehabilitation/additions
- schedule rehabilitation of existing facilities according to quality rating, student demand, and retention potential based on site characteristics, location, and program plans
 - provide additions for schools that require new or expanded facilities where the retention potential is good (at least 20 years) and modifications are coordinated with program policy
 - anticipate future closures and provide only minimum rehabilitation to insure safety until a no longer needed facility is removed from the system
 - coordinate rehabilitation/additions with new construction on a five-year schedule that is modified annually to reflect changing needs and resources.

(c) Educational Facility Plan

Educational facility needs in Newark to 1990 center on rehabilitating those schools that continue to offer an opportunity to accommodate students for at least 20 more years and are required to meet student demand; closing older, deteriorated schools, as well as leased facilities that

will no longer be needed; and building only those replacement facilities that are appropriate to support Newark's projected student population.

It is anticipated that Newark's school age population will drop by approximately 45% between 1977 and 1990. The decline in overall population that first began in 1957 and that has been accelerating in recent years will be reflected in the schools during the next decade. During the 60s and early 70s, Newark was experiencing a condition where the overall population was declining while the elementary school age population was generally increasing. This trend cannot continue, and unless there is a major change in the birth rate, or in-migration occurs in significant numbers, the school age population in Newark will drop to between 35 and 40 thousand by 1990, (Table 2.9).

Educational facilities must be designed to meet this projected lower level of demand. Many communities have over-planned for new facilities and now find they have provided more schools than were required and buildings are underutilized.

In Newark, where resources are limited, it is especially important to efficiently apply any funds that are available for improving the local educational system.

The Educational Facilities Supplement Plan for 1990 that is currently being modified is based on projected need, school age and condition and the general continuation of existing programs. The actual timing of closures, rehabilitation, and construction of new facilities will be determined by the School Board depending on its assessment of more immediate need and the availability of resources. Finalization of the educational facilities supplement, however, will involve the Newark Board of Education as well as the local governing body through the Capital Improvement Program process.

TABLE 2.9

PUBLIC ELEMENTARY SCHOOL POPULATION PROJECTIONS, 1977 - 1990
 Grades 1-8/6-13 Years Old - by Planning Area
 City of Newark, New Jersey

Planning Area	Years		
	1977	1980	1990
1	7,415	6,949	4,813
2	564	585	432
3	1,244	960	619
4	3,337	2,985	1,899
5	1,190	1,088	701
6	1,037	833	575
7	10,731	9,390	6,280
8	11,686	9,875	6,785
9	2,766	2,403	1,475
10	2,392	2,465	1,809
TOTAL	42,362	37,533	25,388

JUNIOR AND SENIOR HIGH SCHOOL ENROLLMENT PROJECTIONS,
 1977 - 1990

	1977	1980	1990
Junior High School	4,189	3,666	2,470
Senior High School	14,407	14,047	9,101

Source: Coopers & Lybrand, Barton-Aschman Associates, Inc.
 Educational Facilities Draft Report, February, 1978

2.7 RECREATION/OPEN SPACE ELEMENT

In order to promote the health and welfare of the population and to enhance the urban environment, the facility-related objective of the open space program is to provide active and passive recreational opportunities for all residents and all age groups.

2.7.1 The Recreation/Open Space System

(a) Components of the System

A system of open spaces for active and passive recreation and protection and enhancement of urban amenities will contain several types of sites:

- o Large Urban or Metropolitan Parks - Such parks normally provide the urban dweller with an opportunity to get away from the noise and congestion of the city without having to travel a great distance. A central location is desirable but not always possible, and the large urban park is often located near or outside the city limits.

A minimum of 100 acres is usually required with over 250 acres being desirable. This type of park may feature wooded areas, varying topography and water features, picnic areas, boating and swimming, a nature center, nature hiking and riding trails, day camps, and a variety of sports facilities. If adequate in size and layout, the large urban park can also provide space for active playfield activities for city-wide residents as well as the neighborhoods residents. In Newark, both Branch Brook and Weequahic Parks, operated by the Essex County Park Commission, meet the definition of a large urban (city-wide) park.

- o District Playfields - District playfields generally serve large portions of the City or several local neighborhoods. These large sites should, if possible, adjoin the public junior and senior high schools. They also encompass a variety of sport and athletic activities. District playfields should be designed to serve the entire neighborhood population and should provide

certain recreational facilities which require more space than typical neighborhood playground sites can accommodate. Facilities which it may include are a tennis complex, swimming pool, multi-purpose courts, athletic fields, community center, and adequate off-street parking. Playfields are best provided in easily accessible locations near on-street parking and distributed so that a facility is within one mile of each residence. The increased mobility of teenagers, who heavily utilize the district playfields, tends to widen the radius of the service area. The recommended standard for district playfields is up to 1.5 acres per 1,000 with a minimum size of 15-20 acres. Independence and West Side Parks, also under the Essex County Park System, are examples of district playfields.

- o Neighborhood Parks/Playgrounds - Neighborhood playgrounds should, if possible, adjoin the public elementary schools, which usually serve up to one square mile of urban area and a total population ranging from 2,000 to 10,000. It is desirable to locate the areas for active recreation, such as baseball diamonds and play areas, toward the interior of the site so the perimeter can be landscaped to buffer sound, provide a greater measure of safety, and minimize glare from night lighting. Operating agencies should give consideration to the inclusion of night lighting for outdoor facilities because it greatly extends the hours of park use and tends to reduce vandalism. In Newark, the neighborhood park should, where appropriate, include facilities such as a swimming pool and basketball courts.

Recreation facilities for adults should be provided in the park (or passive) portion of the site, in accordance with the desires of the people. Such facilities as sitting areas, shuffleboard, and horseshoe courts should be located in the shade. The site and the school building should be designed to attract the people of the neighborhood and make it a center for education, recreation, and cultural activities. The recommended standard for a neighborhood park/playground is up to 2.5 acres per 1,000 with a minimum size of 5 acres.

- o Mini-Parks - There has been great emphasis currently on mini-parks, which are usually vacant lots converted to recreational use. In some instances, such parks may become permanent features in the neighborhood but should be supplemental to adequate open space for other needed facilities. Mini-parks may serve children only, senior citizens only, or all age groups,

depending upon the needs in the neighborhood. The size and location are determined more by the availability of vacant land than any other factor. Mini-parks may feature children's play areas, quiet game areas, landscaping, and some sports activities such as multi-purpose courts. Mini-parks should be located within a 1/8 - 1/4 mile from neighborhood residents

- o Playlots - The playlot is a small area intended for children up to 6 or 7 years of age. It is essentially a substitute for a backyard and thus normally provided only in high-density neighborhoods such as apartment areas. Playlots are expensive to maintain and difficult to administer but serve an important function in the dense inner city areas. They range in size from 2,500 square feet up to 1 acre and may feature play apparatus, a paved area for wheeled toys, benches, sand areas, a small wading or spray pool, and landscape treatment. They should be located near the center of a housing development. Children should not be required to cross a major arterial street to reach the playlot.
- o Commemorative and Ornamental Parks and Playlots - Small, well landscaped areas are often included in the municipal recreation/open space system to provide for passive types of use in downtown settings and to provide "green" breaks in the dense urban environment. Washington and Military Parks along Broad Street typify this type of open space.

Outdoor recreation space should be augmented by indoor space for all-weather and day-long activity and special programs. Use of schools and development of recreation centers is particularly important in dense urban areas to provide services to teenagers, adults, and the elderly.

(b) Existing and Programmed Sites and Facilities

Existing recreation areas include two major urban parks, Weequahic and Branch Brook, operated by Essex County Park Commission. Five additional County Parks can be classified jointly as District Parks. In addition, the City operates nine parks which are larger than two acres in size and also numerous active and passive mini-parks. In addition to the open space areas, the City also operates a number of special facilities

such as three indoor swimming pools and a variety of indoor facilities such as multi-purpose centers, recreation centers, and youth centers. These public facilities are augmented by semi-public recreation centers such as Boys Clubs and the YW/MCA.

Proposed recreational improvements include 13 sites included in the City's Open Space Program. The development of five of these areas has been completed. The completion of the remaining facilities is dependent upon continued local funding. When completed, the program will add 28 acres of parkland to the municipal system and will rehabilitate an additional 7.6 acres of existing open space.

2.7.2 Deficiencies and Needs of the Recreation/Open Space System

Newark has been heavily dependent upon County-provided open spaces. The large, well-landscaped parks and playfields provided by Essex County are generally superb District facilities.

(a) Open Space Needs

Major urban park space (762 acres) is adequately provided by Weequahic and Branch Brook Parks. These County parks are well located and provide for a broad range of leisure-time activities, although the recreational alternatives could be expanded. Nonetheless the need for neighborhood recreational facilities is not alleviated by the existence of these major urban parks.

The adequacy of neighborhood open space can be determined by several approaches. As a general rule-of-thumb, neighborhood-level open space to meet both active and passive needs should be provided at the rate of at least two and one half acres for each 1,000 population. As one measure of adequacy, this approach identifies a major deficiency of about 750 acres in neighborhood open space. Another approach examines the

TABLE 2.10

RECREATION/OPEN SPACE FACILITIES
(by Planning Area)
City of Newark, New Jersey

Planning Area	1970 Population*	Total Acreage		Total Number Facilities	
		Open Space	School Play- Grounds	Open Space	Schools
1	85,450	495.5	9.51	9	13
2	7,749	10.2	.68	7	2
3	13,461	6.4	1.00	6	2
4	32,763	24.9	5.8	6	6
5	10,437	7.3	1.20	3	2
6	6,935	.1	.75	1	1
7	82,247	322.5	9.95	7	12
8	85,757	51.4	14.48	15	15
9	22,188	2.3	4.87	8	7
10	34,774	50.1	3.28	4	4
TOTAL	381,761	970.70	51.52	66	64

* U.S. Census of Population

Source: Compiled from "Social Data Index" material.

TABLE 2.11

OPEN SPACE FACILITIES
City of Newark, New Jersey

OPEN SPACE FACILITY	PLANNING AREA	LAND AREA (ACRES)	TYPE						
			METROPOLITAN	PLAY/ELD	NEIGHBORHOOD				
					PARK/ PLAYGROUND	MINI-PARK	ORNAMENTAL	PLAYLOT	SCHOOL ³ PLAYGROUND
Branch Brook	1	485.9	X	X	X				
St. Benedict's ¹	1	5.0					X		
Broadway ²	1	2.0				X			
13 Wilburton Place	1	.3						X	
Carteret	1	.3				X			
Timothy Still Park	1	.9					X		
First Street	1 & 9	.4				X			
Mt. Prospect Steps	1	.4				X			
Phillips	1	.5				X			
Broadway Jr. High & Elementary	1	1.0							X
McKinley School	1	1.5							X
Military	2	6.0			X		X		
Washington	2	3.4					X		
Mother Cabrini	2	.1					X		
Veteran's Memorial	2	.2					X		

1 Improvements Incomplete

2 Planning/Design Stage

3 School Playgrounds Less
Than 1 Acre Omitted

TABLE 2.11
(continued)

OPEN SPACE FACILITY	PLANNING AREA	LAND AREA (ACRES)	TYPE					
			METROPOLITAN	PLAYFIELD	NEIGHBORHOOD			
					PARK/ PLAYGROUND	MINI-PARK	ORNAMENTAL	SCHOOL ³ PLAYGROUND
Landing Place	2	.1					X	
Lombardy	2	.1				X		
Monsignor Doane	2	.2					X	
Lincoln ¹	3	4.4			X		X	
Chancellor	3	.2				X		
Jackson	3	.2				X		
Schiefer	3	1.0					X	
Clinton	3	.5				X		
Independence	4	12.7		X	X			
River Bank	4 & 5	10.8		X	X			
Raymond Boulevard	4	4.0					X	
Orchard Street	4	1.5				X		
Hennessy	4	.9				X		
Peter Francisco	4	.3				X		
Ann Street	4	2.0						X
Oliver Street	4	1.3						X

1 Improvements Incomplete

2 Planning/Design Stage

3 School Playgrounds Less
Than 1 Acre Omitted

TABLE 2.11
(cont nued)

OPEN SPACE FACILITY	PLANNING AREA	LAND AREA (ACRES)	TYPE						
			METROPOLITAN	PLAYFIELD	NEIGHBORHOOD				
					PARK/ PLAYGROUND	MINI-PARK	ORNAMENTAL	PLAYLOT	SCHOOL ³ PLAYGROUND
Ironbound Community	4	2.5							X
Ironbound, Little League	5	1.2				X			
Hayes Park East	5	.7				X			
Weston	6	.1				X			
Weequahic	7	311.3	X	X	X				
St. Peter's	7	4.0			X				
Cooper-Memorial	7	3.6			X				
Bragaw ²	7	.2				X			
Belmont-Runyon	7	1.1				X			
556-564 Hunterdon Street	7	.2				X			
Herpers	7	.1					X		
Clinton Avenue	7	2.0							X
Maple Lyons Annex	7	1.9*							X
Chancelor Avenue	7	2.0							X

* Contiguous Public Land

1 Improvements incomplete

2 Planning/Design Stage

3 School Playgrounds Less Than 1 Acre Omitted

TABLE 2.11
(continued)

OPEN SPACE FACILITY	PLANNING AREA	LAND AREA (ACRES)	TYPE						
			METROPOLITAN	PLAYFIELD	NEIGHBORHOOD				
					PARK/ PLAYGROUND	MINI-PARK	ORNAMENTAL	PLAYLOT	SCHOOL ³ PLAYGROUND
Clinton Place	7	2.2							X
West Side	8	31.5		X	X				
R-6 ²	8	8.1			X				
Hayes Park West	8	4.5			X				
R-32 ²	8	4.0			X				
Harrison	8	2.4				X			
Douglas	8	2.2				X			
87-89 So. 6th Street	8	.1						X	
115-121 Dickerson & 2nd Street	8	.2						X	
542-44 Central Ave & So. 10th Street	8	.1						X	
511 So. 17th Street	8	.1						X	
491 So. 12th Street	8	.1						X	
268 So. Orange & Fairmont Avenue	8	.3				X			
378-382 So. 6th Street	8	.2						X	

1 Improvements Incomplete

2 Planning/Design Stage

3 School Playgrounds Less
Than 1 Acre Omitted

TABLE 2.11
(continued)

OPEN SPACE FACILITY	PLANNING AREA	LAND AREA (ACRES)	TYPE						
			METROPOLITAN	PLAYFIELD	NEIGHBORHOOD				
					PARK/ PLAYGROUND	MINI-PARK	ORNAMENTAL	PLAYLOT	SCHOOL ³ PLAYGROUND
55 Pennsylvania Ave.	8	.1						X	
Liberty	8	.9					X		
22-2nd Street	8	.1				X			
Quitman Street	8	2.5							X
Sussex Avenue & Annex	8	1.1							X
West Side High	8	2.5							X
Camden Street	8	3.1							X
18th Avenue	8	1.9							X
W. Kinney Jr. High	8	2.5							X
115 Wickle Street	9	.1						X	
396-398 S. 11th Street	9	.1						X	
232 Warren Street	9	.1						X	
19 Lock Street	9	.1						X	
Danielle	9	.2				X			
Sussex	9	.1				X			
Boy's Park	9	1.4				X			

- 1 Improvements Incomplete
 2 Planning/Design Stage
 3 School Playgrounds Less Than 1 Acre Omitted

TABLE 2.11
(continued)

OPEN SPACE FACILITY	PLANNING AREA	LAND AREA (ACRES)	TYPE						
			METROPOLITAN	PLAYFIELD	NEIGHBORHOOD				
					PARK/ PLAYGROUND	MINI-PARK	ORNAMENTAL	PLAYLOT	SCHOOL ³ PLAYGROUND
Newton Street	9	1.1							X
Marcus Garvey	9	1.2							X
Vailsburg	10	30.3		X	X				
ivy Hill	10	19.0		X	X				
Boylan Street	10	.3				X			
West End	10	.5				X			
Vailsburg High	10	1.0							X

1 Improvements Incomplete

2 Planning/Design Stage

3 School Playgrounds Less
Than 1 Acre Omitted

geographic distribution of neighborhood open spaces in Newark in terms of the accessibility of existing areas. This approach identifies portions of the Ironbound, Clinton Hill, Weequahic, and Springfield-Belmont-West Side planning areas as particularly deficient in terms of neighborhood facilities and active playfields. The need for additional neighborhood play areas for children age 5-14 is intensified by the large segment of the population in this age group (20 percent).

Even in light of the projected decline of this population segment, the current provision of neighborhood recreation facilities should be improved.

(b) Recreation/Open Space System Recommendations

There are a number of ways in which close-to-home, neighborhood recreation and open space needs will be met. These include expansion of existing school sites and recreation areas, the addition of neighborhood (recreation) centers, and the provision of open space sites presently being developed under the City's Open Space Program.

There are several neighborhoods in which specific recreational sites are not located. The Plan (Figure 2.8) notes these deficient areas. The refinement of plan recommendations in these and other areas are dependent upon the specific social/behavioral characteristics of each neighborhood. A comprehensive study of population needs is required to develop specific neighborhood-level response to the more general plan recommendations.

In addition, studies should be undertaken to identify locations for large park/playground/playfields to serve the residents of Planning Areas 4 and 7. These investigations should also address the need for indoor recreational facilities in the planning areas. For example, the University City area might support an energy efficient, 8000 seat, multi-use facility. This complex could share parking space with school and office uses, since it would be occupied during non-working hours and on weekends. Continuing efforts to coordinate and program both public, quasi-public,

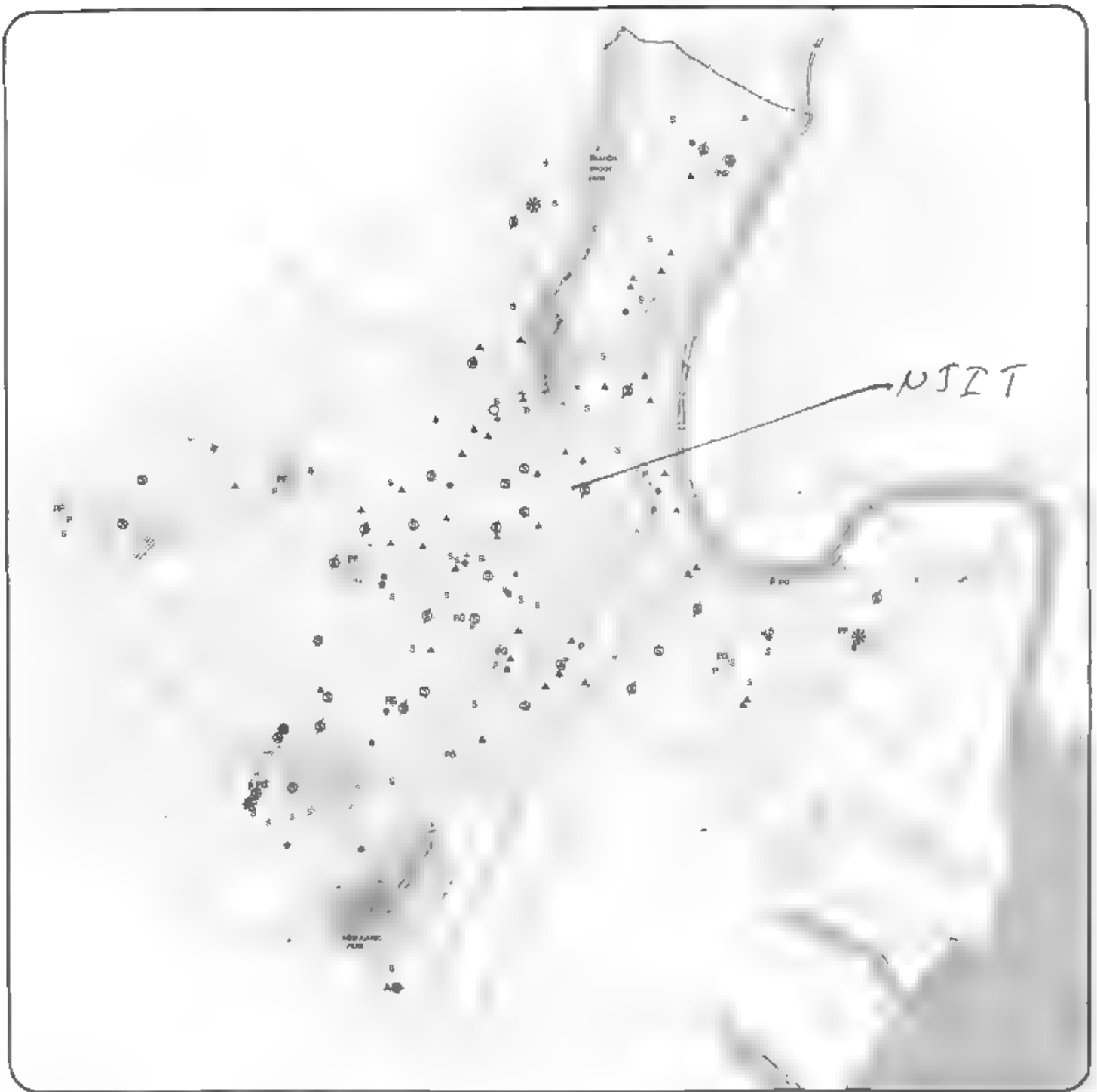


Figure 2.7
RECREATION/OPEN SPACE PLAN

LEGEND	
○	OUTDOOR SCHOOL RECREATION FACILITY
×	SWIMMING POOLS
□	DEFICIENT AREAS
○	PROPOSED FACILITIES OR IMPROVEMENTS
★	STADIUM
●	NEW OR ENLARGED RECREATIONAL FACILITIES ON FORMER SCHOOL SITE
P	PARK
▲	MINI PARK
PE	PLAYFIELD
PG	PLAYGROUND
□	RECREATIONAL OPEN SPACE
■	INDOOR RECREATION FACILITY

Newark
Master Plan
1978

Mayor's Policy and Development Office

0 100 200 300
feet
0 100 200
meters
scale 1:25,000

N

DOORSEN & LUBKIND
BARTON ASCHMAN ASSOCIATES INC.

and private recreational facilities is assumed in order to provide ample leisure-time opportunities for Newark residents.

(c) Special Opportunities

Restoration of the Passaic River waterfront (perhaps into a marina), generally between the Pennsylvania and Erie-Lackawanna Railroad crossings of the river, is encouraged by the Master Plan in order to take advantage of this latent asset. Restoration of the waterway and reclamation of adjacent lands will provide an opportunity for the Central Business District to physically relate to the river. A linear park and selective commercial development along the waterway represent a unique open space opportunity for Newark. In this regard, the design of the proposed Route 21 Freeway should be studied and perhaps modified to prevent foreclosure of riverfront development and CBD linkage opportunities. Additionally, the possibility of developing a bicycle path along the right-of-way of the abandoned Penn Central Railroad should be explored. Such a right-of-way would connect downtown Newark to Liberty State Park in Jersey City.

2.7.3 Planning Area Needs/Recommendations

(a) Planning Area One, North Newark

Although the existence of Branch Park would seem to provide sufficient recreational space, it does not satisfy all neighborhood recreational needs, particularly east of Summer Avenue. Furthermore, it accommodates the western sector of Planning Area 1 only if the park is made more accessible. Consequently, the following measures are recommended:

- o Improve access to Branch Brook Park from the west by providing pedestrian overpasses (over the subway lines) so that entry into the park is possible at approximately one-quarter to one-half mile intervals.
- o Develop peripheral playgrounds along the western edge of the park in order to provide opportunities for organized recreational activities.

- o Expand the active play facilities to be developed at Broadway Park (a current open space program site adjoining an elementary and junior high school) and augment these with passive opportunities, i.e., sitting, shaded areas.
- o Provide active recreational facilities within the area bounded by Summer Avenue, Bloomfield Avenue, and Mount Pleasant Avenue, and Harvey Street.
- o Provide passive recreation areas near major housing developments for the elderly.

(b) Planning Area Two, Central Business District

Since this area primarily consists of commercial/industrial land uses, there is little need for active recreational facilities to serve a resident population. The semi-public facilities in the area can accommodate most of the active recreational demand, although there is a need for additional park space (passive) to accommodate transient downtown population.

Several existing ornamental parks provide passive recreational opportunities and visual relief. The upgrading treatment of these parks should be related to improving the downtown urban environment. The treatment of downtown streets, specifically Broad Street, as major features of an improved downtown pedestrian environment and as an "Identity Street" should be coordinated with rehabilitation of Washington, Military, and Lincoln Parks.

(c) Planning Area Three, South Broad

An active recreational need exists in the area defined by Clinton Avenue, Broad, Walnut, and High Streets. A site for a neighborhood park/playground should be identified within this area to eliminate this deficiency. The proposed park to be developed south of Lincoln Park (between Thomas, Brunswick, Parkhurst Streets, and Pennsylvania Avenue) also should be expanded, if possible, to serve both active and passive needs. Finally, an expanded playground facility should be

incorporated into plans for a new elementary school on the site adjacent to the present Miller Street school.

(d) Planning Area Four, The Ironbound

The open space deficiencies which exist in this area are aggravated by the intensive recreational demands. The Plan recommends that a study be undertaken to determine a location for a large active recreational facility which includes athletic fields. In light of the extensive vacant land which exists in the adjacent Meadowlands area, it is suggested that the Ironbound recreational needs might be met by development in this area. Furthermore, when possible, the schools in the Ironbound area should expand their playground and playfield facilities. During the planning of the proposed elementary school, provision should be made for ample recreational facilities.

(e) Planning Area Five, Newark Airport-Port Newark

Besides the large facility recommended to serve the residents of the Ironbound, it is suggested that Hayes Park East be expanded, if possible, to provide additional active recreation opportunities for residents of the surrounding area. Also when designed, the new elementary school in this area should include adequate recreational facilities.

(f) Planning Area Six, Dayton

Due to adjacent Weequahic Park and small playgrounds associated with the public housing areas, no additional facilities are required in this area.

(g) Planning Area Seven, Clinton Hill-Weequahic

In light of the large population in this area and the distribution of the existing parks, there is a substantial need for additional active use space, playgrounds, and playfields. Remedial measures recommended to

satisfy some of the active recreational needs include the expansion of the playgrounds associated with the following schools.

- o Madison Avenue Elementary
- o Clinton Place Junior High
- o Bragaw Avenue Elementary

Also, a site for park/playground should be identified in the area delineated by Route 78, Lyons Avenue, and Osborne Terrace.

(h) Planning Areas Eight and Nine, Springfield-Belmont-West Side and Fairmont-College Heights

The need for additional active recreational facilities in these areas can be mitigated by the expansion or development of playgrounds at the following schools:

- o 14th Avenue Elementary School
- o 13th Avenue Elementary School
- o Marcus-Garvey School
- o Sussex Avenue/Sussex Avenue Annex

Also, the site of the Newton Street school should be utilized as a neighborhood playground once the school is closed. Finally, the new school recommended for the area near the Medical School/Center should incorporate ample recreational facilities. An active open space area also should be developed near the schools in the vicinity of Springfield Avenue and High Street.

(i) Planning Area Ten, Vailsburg

Primary recreational needs exist in the central section of this Planning Area. The Plan recommends the expansion of the recreational facilities at both Vailsburg High School and Lincoln Elementary School.

Also, it is proposed that a joint active and passive recreational area be incorporated into the multi-use development at the corner of South Orange Avenue and Sanford Avenue. Finally, a site for a neighborhood playground should be identified in the area bounded by 18th Avenue, Sanford Avenue, South Orange Avenue, and Stuyvesant Avenue.

2.8 CONSERVATION/ENVIRONMENTAL ELEMENT

Conservation and environmental needs must be viewed as relating primarily to the "built environment," since few resources remain in their natural state. In this urban context, conservation and environmental issues take on particular significance and dimension, in that human health, economic opportunity, investment, and the quality of life are affected. Often these factors conflict, and trade-offs are necessary to strike the proper balance between, for example, minimizing pollution and maximizing economic opportunity.

Newark must be very careful in finding a balance between improving the quality of the built environment, which generates costs for the public and private sectors, and in encouraging economic growth. Many improvements in the urban environment are necessary to stimulate economic development, just as economic growth is necessary to finance environmental improvements.

This section of the Master Plan defines areas of conservation and environmental concern in and affecting the City and recommends directions and opportunities to pursue. The net result is a prescription for a broad conservation/environmental ethic and program for the city. The five basic objectives of the program are to:

- o Upgrade the character and quality of the City as a place in which to live and work--the visual, aesthetic, and image-related features of the City.
- o Promote environmental health through the reduction and control of pollution--air, water, noise, etc.
- o Follow a conservation philosophy of "recycling," which explores and maximizes feasible opportunities to reuse land, buildings, and waste materials.
- o Promote conservation of energy through more effective land-use and transportation planning and other means.

- o Protect the quality of the natural environment, including the Passaic River and Pequannock Watershed.

To a degree, these objectives overlap. For example, better transportation planning can reduce vehicle miles traveled in the City and, hence, consumption of fossil fuels. This energy conservation measure would also reduce emissions. Similarly, clean-up of the Passaic River will enhance opportunities for the City to capitalize on this natural resource as a distinct urban amenity, contributor to community image, and focus for potential economic development.

Conservation and environmental issues and proposals related to these five objectives are outlined below.

2.8.1 Urban Amenities

Often hidden from the casual observer of Newark are a number of existing historic, cultural, and other urban amenities and features of urban design. These amenities and features are in need of upgrading and improvement in order to enhance the image and vitality of the community. To accomplish this objective, a number of actions should be considered for the following amenity areas: James Street Commons Historic District; Symphony Hall, Ballantine House, and other cultural facilities; the downtown; several well-designed and landscaped community parks; the Passaic River, and the educational institutional complex in the community.

(a) James Street Commons Historic District and Other Historic Features

These links to Newark's past are important and deserve special treatment. Their unique architectural/historical features can be emphasized through good streetscape treatment, rehabilitation, and urban design. They can stand as noteworthy examples of good design and can exhibit the benefits of improvement efforts. In many situations, the site environment

will have to be improved and a proper setting created in order to enhance historic and architectural features. Consideration should also be given to identifying and featuring these special treatment areas with unique signs, graphics and lighting. Redevelopment of this area will intensify the on-street parking deficiency found here. Therefore, it may be necessary to encourage use of the St. Michael's parking garage rather than the proliferation of additional surface lots.

(b) Symphony Hall, Museum, Ballantine House, etc.

Most of these institutional/cultural facilities are located in the central area and can make a major contribution to the image of the City. To capitalize on their presence and their functional value, it will be necessary to improve their general environment and to visually and functionally relate these activities to other features in the central area. As such, they can be developed as downtown landmarks and their use and exposure increased through accelerated promotional efforts. One specific problem that must be addressed in the Symphony Hall area is the inadequacy of parking space.

(c) Parks, Architecture, and People of Downtown

Several downtown parks and open spaces can be recycled and improved as "people" places. These green spaces can serve as attractive landscaped connections between cultural facilities, such as the previously mentioned Ballantine House, as well as shopping, employment and entertainment activities. They can also serve as attractive sites for special activities and locations for new development. Moreover, certain "Identity streets" such as Broad Street, Raymond Boulevard, and Market Street can be developed with special streetscape treatment which can provide an orientation to and identification with the downtown. In addition, these special streets can link other open spaces and special buildings throughout the downtown area. Broad Street in particular has the potential, when through traffic movement is curtailed, to perform a unique role of being a linear "identity street" and a major design feature in the central area.

(d) Community Parks and Major Open Spaces

The value and amenities of Weequahic, Branch Brook Parks, and other large open spaces in the City need to be visually and functionally enlarged. Several approaches and techniques are appropriate. The edges of the open spaces need to be made more visible to the community at large. Special landscape treatment of major approach routes into and adjacent to these parks will expand their visual amenity and more closely relate them to nearby open spaces and neighborhoods. In addition to these visual linkages, functional connections should also be established between adjacent areas and these large open spaces. The introduction of more neighborhood-related facilities along their edges and additional publicity for activities and programs will contribute to expanding the amenity and exposure of these large open spaces throughout the City and region.

(e) Passaic River

Continued improvement efforts related to the Passaic River will contribute immensely to improving the potential of this natural resource. Major visual potentials exist. The river banks, as well as the river itself, provide a source of recreational opportunity and "open space". The river banks, especially in the downtown area, can be improved. Coordination of McCarter Highway improvements with river bank improvement should provide opportunities to use excess land for landscape treatment of the Passaic River edge.

Environmental concerns along the river bank will call for considerable attention. Pollution control and/or abatement will mandate specific information regarding staffing levels, type of testing equipment, and other aspects of enforcement requirements.

- (f) Educational Complex - Rutgers University/Essex Community College/New Jersey College of Medicine and Dentistry/Seton Hall University Law School

The development of higher education facilities within Newark is significant. These facilities should be visually emphasized and their presence promoted within the community. Moreover, they should provide an ever expanding role in regard to the community, with the community capitalizing upon the people and activities associated with these institutions.

2.8.2 Environmental Health

(a) Air Quality

The deleterious impacts of air pollution on human health gave rise to the Clean Air Act of 1970, a far-reaching piece of legislation with sweeping implications for automotive and other industries and local and area-wide economies. As a result of the Act, ambient air quality standards have been established, air pollution control and reduction plans and policies were initiated, and compliance schedules were delineated. Some of the regional plans, policies, and schedules formulated by the U.S. Environmental Protection Agency (EPA) have been postponed or rescinded because of their political and economic impacts. Nevertheless, many surviving actions and principles are applicable to Newark. During 1976, for example, air quality in Newark was classified as 'satisfactory' on fewer than half of the days of the year. The principal problem in the Newark area, as in most urbanized areas, is mobile source pollution (automotive pollution). To address this, Newark is developing a Transportation Control Plan to reduce automotive pollutants by decreasing overall vehicle miles traveled and minimizing concentrations of parking.

Largely as a result of EPA "transportation control plan" requirements, the City has adopted a rigorous parking control program in the downtown area which prohibits curb parking during the peak travel periods of

7-9 30 AM and 4-6 PM. This action was designed to relieve traffic congestion and to facilitate curbside bus lane operation. Under another air quality implementation program, all employers providing 400 or more employee parking spaces are required to submit annual reports to EPA on employer "transit incentive programs." These are designed to promote maximum employee use of carpooling, vanpooling, or mass transit alternatives in order to reduce vehicle miles traveled (VMT). Beyond the programs already in effect, the following principles and actions will be pursued.

- o Traffic and transit improvements will promote VMT reductions, as well as functional service considerations.
- o Street classification and circulation patterns will be designed to discourage excessive vehicular traffic on streets in residential areas.
- o Parking will be considered as an ancillary use and provided in concert with and in support of development, not as a use of vacant properties by default.
- o Parking associated with large institutions in and adjacent to residential neighborhoods will be regulated so as to avoid traffic congestion on residential streets and parking conflicts with neighborhood residents.
- o Owners/operators of major parking areas and facilities not otherwise covered by the "transit incentive program" will be required to provide assurance of minimum negative air quality impacts.
- o Additional downtown-related parking will be provided generally on the periphery of the district to minimize congestion on downtown streets and, hence, accumulations of automotive pollutants.

As automotive pollutants are reduced at the source (i.e. through emission controls in vehicles), the management of parking and reduction of VMT become less significant as air quality control techniques. An offsetting factor, however, is energy conservation. Thus, the need to reduce consumption of fossil fuels justifies the validity of these principles.

(b) Noise

The effects of noise in the City are many. Above certain levels, noise can impair hearing, produce tension, and affect the attractiveness and value of property. In Newark, there are four principal sources of noise: industrial/commercial operations, street and expressway traffic, the airport, and construction activity.

Performance standards control construction and industrial/commercial plant noise and will be incorporated in City codes such as the zoning ordinance. Performance standards will establish maximum permissible noise levels at various distances from the activity and/or at certain types of receptors, e.g. residential buildings, hospitals, churches, etc. Hours of operation are also prescribed. In developing and enforcing City regulations for the control of noise, standards and regulations promulgated and exercised by the State of New Jersey under its Noise Control Act will be reviewed and expanded.

Street and expressway traffic noise in Newark is perceived as a major problem throughout the City. The problem along arterial streets passing through and adjacent to residential areas is aggravated by excessive "strip" commercial zoning. For many reasons, including noise impacts, the City's zoning policy will be reviewed and appropriate changes will be made. In addition, streets will be classified and improved in such a manner as to discourage use by high volumes of traffic and to eliminate heavy truck traffic on streets through or abutting residential neighborhoods. The U.S. Department of Housing and Urban Development (HUD) has established noise exposure standards for new housing construction which it supports financially. These general standards are a useful guide for assessing problem streets in relation to their environs. As for expressways, noise impacts on adjacent areas associated with high vehicle speeds and truck traffic on I-78 and I-280 require study and abatement where excessive levels occur.

In order to minimize impacts associated with aircraft operations into and out of Newark Airport zoning, particularly in the East Ward, needs to be modified to reflect NEF (Noise Exposure Forecast) contours of the airport. These contours (different levels of noise) will change over time, however, as quieter aircraft engines are installed or flight paths are revised.

2.8.3 Recycling and Reuse of Existing Buildings

Given growing costs of new construction, increasing scarcity of well located sites and increasing environmental controls on new development, older cities are beginning to offer attractive alternatives to investor and user alike. Newark's advantages are that it offers a transportation and utility infrastructure already in place, a central and highly accessible location, and a structurally sound, and sometimes historical or architecturally significant stock of buildings. Moreover, the clearance and reconstruction approach to national urban revitalization has given way to an approach which emphasizes rehabilitation, reuse, and reoccupancy of older structures. Newark, which boasted one of the nation's most extensive urban clearance and redevelopment programs, still has an impressive inventory of older homes, industrial buildings, and other structures which deserve preservation and reuse. Actions to recycle industrial buildings in the past two years have been very successful and reflect the viability of this approach.

Emphasis on recycling and reuse of resources is rooted in a growing consciousness of heritage and conservation. It is also well founded in economics. The high cost of land, energy, materials, and construction make it feasible to look to recycling and reuse as viable alternatives.

The recycling and reuse of properties in Newark also represents an effective approach to energy conservation. Through reemphasis of Newark as a location for more intensive development, the advantages of existing transportation and infrastructure systems can help reduce overall energy consumption.

In addition to the recycling of commercial and industrial structures for private development purposes, the public sector in Newark can also be an appropriate user of recycled buildings. Certain City administrative offices currently occupy space in commercial structures in the central area. This use of buildings by the public sector is desirable from several vantage points. Public occupancy of a private structure can help preserve the tax value associated with a building which might otherwise be vacant or underutilized. City occupancy can also preserve and improve a structure with architectural or historical merit for which the private sector is not similarly motivated. Moreover, this type of occupancy can reduce costs and adverse impacts associated with unnecessary new construction and preserve sound existing structures in what are often choice locations.

Newark also possesses significant amounts of vacant and underutilized properties. Some of these properties have been used improperly -- often becoming informal surface parking areas and areas for refuse disposal. Creative recycling is required for these vacant areas -- restricting their misuse and, at a minimum, providing graded and appropriately surfaced sites for neighborhood use. These uses can include recreation, open space, gardens, and, where necessary, well-defined, off-street parking.

2.8.4 Energy Conservation

Several relationships exist between energy and land-use. Newark's land-use patterns and transportation systems affect levels of energy consumption as related to the operation of urban systems and facilities. Future modification of energy sources and levels of use can, in turn, potentially affect land-use patterns and transportation. Because the City of Newark already possesses a generally compact and intensive development pattern supported by multiple transportation systems and is essentially without opportunity for major changes in land-use, significant energy conservation is not expected through land-use measures. However, continued emphasis on the central corridor as a highly accessible, intensely developed, multi-purpose center of activity is important to energy conservation.

Increasing energy costs will force businesses and industries to locate where other operating costs (e.g., transportation, rents, etc.) will be minimized. Nonetheless, an energy crisis, whether associated with declining petroleum supplies, increasing petroleum costs, or other energy shortages, poses a threat to attracting and retaining industrial and commercial development where no effective public measures have been taken to reduce all operating costs, including those for energy.

While the foundation for this Master Plan is efficient and effective land-use and transportation planning, as a vital part of energy conservation, the City of Newark will be guided by a variety of energy conservation actions. These actions are indicated below:

- o The City of Newark will initiate cooperation and provide information to the newly created New Jersey Department of Energy (DOE). The City will also seek guidance and assistance from the DOE in order to prepare for potential energy "shortfalls" -- to minimize the impact of reductions in available oil and gas supplies. The City will organize itself to participate in DOE's preparation of a State energy master plan.
- * o In revision of City codes, specifically construction codes, attention will be given to code revision to effect better weatherization of structures and dealing with energy efficiency in new structures. Consideration will be given to energy conservation in new public buildings as well as potential retrofitting of existing public buildings. However, code revision should be consistent with the State's recently enacted Uniform Construction Code.
- o To assist the industrial and commercial community in coping with the costs of energy loss, some form of "energy audit" will be initiated. The energy audit will be designed to assist existing industries and business to maintain and/or expand current operations in spite of reduced energy supplies or increased energy costs.
- o The potential for offshore oil operations requires that the City of Newark anticipate the potential effect of these operations upon Newark Port facilities.

- o The City should develop and implement the creation of energy through a municipal facility for the recycling of solid waste. The City has many advantages that make it particularly attractive to a resource recovery program. Moreover, Newark has access to almost unlimited quantities of solid waste, which make such a program all the more tenable.

2.8.5 Pequannock Watershed

The watershed is a largely undeveloped 40,000-acre natural preserve in north central New Jersey of which the City owns about 85-90 percent (approximately 35,000 acres). Its five reservoirs serve as the principal source of the City's water supply and contain some of the most pristine waters in the State. Ownership of the tract costs the City in excess of \$1 million annually for property taxes which are paid to six local jurisdictions in Morris, Passaic, and Sussex counties. To offset a portion of its ownership and operating costs, the City plans to allow the development of selected areas of the tract. Development activities will be coordinated and regulated by the Newark Watershed Conservation and Development Corporation, a quasi-public corporation established by the City in the early 1970's.

The Corporation developed a Watershed Conservation and Development Plan and associated land-use controls in 1975, which were subsequently adopted by the City of Newark in 1976. Under the Plan, 90 percent of the City's watershed property would remain in "permanent open space", with the remaining 10 percent committed to "revenue generating development". The Plan allows for development of nearly 5,300 dwelling units and a variety of other recreational, commercial, and research development facilities.

To protect the water supply and the general environmental character of the area, water bodies and main streams will have a 500-1000 foot natural buffer from development and all domestic sewage will be collected for tertiary treatment before it is returned to receiving waters. Slopes

exceeding 15 percent will not be developed and sediment runoff will be controlled. In general, locations and densities of development and environmental controls are planned and provided for in a responsible manner compatible with water supply functions and water quality needs of the watershed. One caution is expressed relative to non-point sources of water pollution from road de-melt chemicals, fertilizers, and pesticides. If not already anticipated by the Watershed Corporation, a water quality sampling program should be considered to monitor the impacts of development, particularly non-point source impacts.

2.8.6 Environmental Commission

New Jersey statute provides for the creation of municipal environmental commissions to research and oversee a variety of environmental concerns, from the use of open lands to noise abatement. Several city agencies from the Mayor's Policy and Development Office (MPDO) to the Department of Engineering are involved to varying degrees in environmental monitoring, engineering, and regulation. An environmental commission in Newark is desirable in order to address environmental concerns and to serve as a clearinghouse and coordinative mechanism for the various environmentally-related programs and activities in the City. Moreover, an environmental commission would bring a needed official "environmental" perspective to all site plan and subdivision applications received and reviewed by the City. For major development proposals, impact assessments may be required, giving further substance to the need for an official environmental review body.

Economic Development Strategy

3. ECONOMIC DEVELOPMENT STRATEGY

3.1 OVERVIEW

The Newark Economic Development Strategy is a set of public policies designed to achieve specific City economic development goals and objectives. These public policies, which are inter-related and sequenced, constitute the framework for evaluating and selecting specific public and desirable private economic development activities in Newark. The process of formulating development goals, objectives, and policies is dynamic and continuous. City policies will be reviewed and updated as necessary, to respond to the changing economic environment, public needs, shifts in available public and private resources, and the city's expanding experience and capabilities in the economic development process.

3.1.1 Key Policies

The policies that constitute the City's Economic Development Strategy are directed to enhancing the economic development environment and, thus, encouraging renewed investor interest in Newark. Key policies to guide public actions involve:

- o physical development
 - continuously monitor investor (industrial, commercial, residential) needs
 - promote joint public/private investment
 - anticipate employer out-migration
 - formulate programs to recycle sound industrial, commercial, public, and residential structures
 - give incentive priority to firms employing Newark residents

- solicit Federal and State employers
 - improve accessibility to key areas of the City (Corridor Area and Meadowlands)
 - upgrade infrastructure in the Corridor and Meadowlands area
 - modernize school facilities
 - stabilize and strengthen viable neighborhoods through publicly supported housing improvements and increased home ownership
- o public activities
- promote Newark's image by making citizens aware of City development efforts
 - coordinate public services with private development
 - develop performance measures to improve service delivery
 - provide investment incentives that give priority to developers that create jobs
 - initiate public safety programs in the Corridor Area and selected residential areas of the City
 - update City codes and ordinances
 - clarify administrative procedures for developers
 - improve data gathering, storage and access
 - coordinate manpower training with local employer labor needs
 - expand vocational training opportunities
 - offer low interest financing for minority and other small businesses
- o fiscal policies
- equalize the tax burden
 - minimize the use of tax abatement by substituting other incentives such as additional supporting facilities, land write-downs and low interest financing

- increase local funding of capital improvements
 - concentrate on projects that leverage private investment
 - coordinate operating budget preparation with physical development requirements
 - expand or improve service in areas that enhance the retainment of added jobs and increased income for residents
 - maximize the use of available outside resources
- o policy coordination
- improve the planning process to include more input from all citizens (individuals and corporate investors) and the operating agencies of the City
 - increase coordination with adjoining jurisdictions
 - establish formal mechanisms that involve key members of the private and public sectors.

The key policies were established through a systematically conceived approach that was structured to achieve a set of economic goals and objectives. The evolution of the process and an understanding of how it was designed to continuously guide policy formulation will permit the City to maintain and update both the Plan and Strategy.

3.1.2 Strategy Formulation Process

The approach used to determine Newark's Economic Development Strategy was based on an understanding of its economic base and how the various sectors of the economy contribute to both resident employment and income, while supporting the City's ability to provide necessary public facilities and services. In addition, the local economic development environment was assessed in conjunction with a list of "causal factors" that a private developer or businessman considers when making a decision to:

- o remain in Newark
- o expand in Newark
- o move to Newark.

The result was a set of current economic development issues that identify where the City can begin to direct its attention to favorably alter the local economic development environment.

The City's overall development strategy is further refined by the articulation of a series of economic goals that, in effect, become major strategy elements. The resulting approach becomes a sequentia, as well as an aggregative concept since it is based on

- o stabilizing what exists
- o expanding whenever possible
- o targeting resident needs.

An economic approach to planning recognized that the local economy evolved as it did because at one time the combination of factors in Newark were advantageous to existing business and industry. Movements from the city are based on subsequent changes in these factors, some of which are external to the local economy while others are often community oriented.

The first element in the City's strategy is, therefore, directed toward maintaining what now exists by addressing those community oriented factors that will encourage firms to remain in Newark. In a declining economy, it is generally easier to support positive elements of the current situation than to generate interest in new development. Also, if a declining trend is to be reversed, the addition of any new growth should not be offset by losses from the existing base.

The second strategy element addresses those factors that will encourage new business and industry to locate in Newark. Overall strategy implementation is, thus, cumulative in its application, for the factors that

aid in achieving the first element join with those that encourage new growth. For example, adequate public safety and lower crime rates will help maintain the existing base, but it must be joined by an availability of land and adequate access to selected customers to fully promote economic expansion.

The third strategy element is the most difficult to attain. To improve resident economic opportunity, successes must be achieved in the first two areas, while targeting actions and formulating programs that:

- o match the resident labor force with existing and new jobs
- o improve skill levels of the resident labor force
- o make jobs in and outside of Newark more accessible
- o attract firms that will employ local people
- o provide lower cost investment funds to local developers.

The economic development strategy that evolves from this process addresses a combination of all three elements (goals) and numerous related objectives. The resultant set of public policies will not be either/or in their thrust, but will focus on all those factors that appear to have the best opportunity for impacting the economic development environment in ways that will help to realistically attain identified goals and objectives.

Finally, to organize public policies, the different ways in which the City can influence causal factors were categorized according to local functional responsibility and authority related to:

- o physical development
 - private development
 - public facilities

- o public activities
 - public services
 - development incentives
- o fiscal policies
 - local fiscal policies
 - state and federal fiscal resources
- o coordination.

As policies were formulated in each of these areas, they were based on an understanding of the current issue oriented factors of the local economic development environment that are directed to the attainment of the greatest number of City goals and objectives.

3.2 ECONOMIC DEVELOPMENT GOALS AND OBJECTIVES

Table 3.1 lists Newark's economic development goals and objectives. As indicated, they are interrelated and overlapping. Consequently, specific city development policies and actions will often respond to different combinations of these stated goals and corresponding objectives.

3.2.1 Economic Development Goals

The economic development goals, described below, are the basis of Newark's economic development strategy.

(a) Stabilize the Existing Economic Base

The City recognizes that the first step toward a viable economy requires local stability. Stabilization will occur through the retention and strengthening of existing business and industry by improving those conditions (causal factors) that affect Newark's regional competitive advantage. The City acknowledges that adjustment to its economic base must take place because regional and national trends have changed the nature of the economy; but those strictly local issues that affect a decision to continue, or close a specific operation in Newark will be addressed.

(b) Encourage Economic Growth

The City encourages the expansion of existing firms and the development of new business and industry in Newark. It will undertake specific actions designed to build on Newark's locational advantages and the concentration of public and private investment already in place.

(c) Improve Resident Economic Opportunities

The City is committed to expanding the total number of jobs available to Newark residents, as well as the opportunities for local business ownership. This includes addressing local and regional job accessibility,

TABLE 3.1

ECONOMIC DEVELOPMENT GOALS AND OBJECTIVES

City of Newark, New Jersey

OBJECTIVES	GOALS (Strategy Elements)		
	a Stabilize the Existing Economic Base	b Encourage Economic Growth	c Improve Resident Economic Opportunities
Retain Existing Business and Industry	●		
Strengthen Institutions	●		
Expand Existing Business and Industry		●	
Attract New Business and Industry		●	
Increase Total Number of Jobs in Newark		●	
Increase Total Jobs for the Resident Labor Force			●
Increase Resident Job Skills/Income Generation Capability			●
Increase Local Ownership and Investment in Business and Industry			●
Reduce the Resident Tax Burden	●	●	●
Expand the Tax Base	●	●	●
Effectively Acquire and Apply All Available Outside Resources	●	●	●

business opportunities and improving the skill levels of the resident labor force

3.2.2 Economic Development Objectives

The City's economic development objectives, components of more general goals, provide specific measures to be used in formulating City development policies and evaluating particular development actions. They are described below:

- o Retain Existing Business and Industry

The number of firms leaving Newark will be reduced. The City will attempt to limit lost employers to those who are affected by outside economic forces over which the community has no control. Local business needs will be met whenever possible.

- o Strengthen Institutions

The recently expanded institutional base in Newark will be strengthened by increasing the level and quality of supporting facilities and services.

- o Expand Existing Business and Industry

Whenever there is an opportunity to assist in the expansion of local firms, the City will develop programs to help provide land, facilities and services that will increase the number of expansions in Newark.

- o Attract New Business and Industry

The number of new firms coming to the City will be increased through the pursuit of those actions that address the needs of potential employers that may locate in Newark.

- o Increase Total Number of Jobs in Newark

An increase in the total number of local jobs, achieved by reducing job losses and encouraging general economic expansion, will be one of the City's prime measures of economic progress.

o Increase Total Jobs for the Resident Labor Force

The level of unemployment among Newark residents will be reduced through City efforts to improve worker qualifications, increase accessibility to jobs throughout the City and region, and match new local jobs with the labor force to raise the percentage of Newark residents working in Newark jobs.

o Increase Resident Job Skills/Income Generation Capability

The educational attainment of Newark residents will be increased, along with selected craft and professional skills. The Board of Education will emphasize high standards and vocational training, while the Comprehensive Education Training Act (CETA) and other related programs will be coordinated with local and regional employment demands. Personal income levels and work force characteristics will be important measures of progress, along with direct academic achievement.

o Increase Local Ownership and Investment in Business and Industry

Participation by local residents in the Newark economy is important to sustained economic vitality. The number of owner operated businesses and local investment opportunities will be increased through various public assistance and incentive programs.

o Reduce the Resident Tax Burden

An investigation of the various alternatives to the prime use of tax abatement as a development incentive will be conducted. A thorough analysis of nearby industrial communities will provide a better understanding of how such techniques as tax increment financing, use value assessments, or other forms of local taxing power will affect Newark's comparative development advantage, while indicating what taxes would realize the greatest municipal revenue. Through the selective application of a comprehensive tax incentive program, and expansion of overall tax base, and by gradually reducing social dependency, the average level of local tax obligations will be reduced.

o Expand the Tax Base

The municipal valuation will be increased by placing more land on the tax roles, while adding to its worth through an increase in local economic vitality. In addition, new and added taxes and/or payments will be sought from those not now contributing a fair share to local revenues.

o Effectively Acquire and Apply All Available Outside Resources

The extensive number of State and Federal programs will be continually investigated and appropriately applied to increase the resources available to the City to help improve the Newark economy, along with its physical and social environment.

3.2.3 Relating Strategy to Causal Factors

To establish the framework to evaluate policies and related projects, the causal factors that determine the local economic development environment were categorized according to identified goals. Those factors that were not currently a local economic development issue were not associated with a particular goal/strategy element.

By affecting appropriate causal factors through various public actions, development conditions can be changed in those ways that will encourage private decisions which are in accordance with the City's goals and specific objectives for improving its economy. (A summary of this relationship is presented in Table 3.2.) To guide the City in these actions a series of policies, from those related to community development to public financial and coordinative practices, have been formulated. They represent Newark's existing economic development strategy.

TABLE 3.2

RELATIONSHIP OF CAUSAL FACTORS
TO ELEMENTS OF THE ECONOMIC DEVELOPMENT STRATEGY
City of Newark, New Jersey

		GOALS (Strategy Elements)			Currently Not Issue Related
CAUSAL FACTORS IN MAIN AREAS OF THE ECONOMIC DEVELOPMENT ENVIRONMENT		a Stabilize Existing Economic Base	b Encourage Economic Growth	c Improve Resident Economic Opportunities	
COMMUNITY RELATED	Business Taxes				•
	Business Regulations				•
	Environmental Compliance				•
	Permit Approval				•
	Availability of Capital		•	•	
	Availability of Land		•	•	
	Cost of Land		•	•	
	Real Property Taxes	•	•	•	
	Cost of Construction			•	
	Housing				•
	Education			•	
	Public Safety	•	•	•	
	Leisure Opportunities				•
	Public Financial Viability	•	•	•	
	Public Facilities	•	•	•	
	Image	•	•	•	
	Public Policy Management	•	•	•	
LABOR RELATED	Availability of Skills			•	
	Accessibility			•	
	Cost				•
	Productivity				•
	Union Activity				•
MARKET RELATED	Access to Resources		•	•	
	Proximity to Customers		•	•	
SERVICE RELATED	Availability of Energy				•
	Public Utilities/Infrastructure		•	•	

3.3 COMMUNITY DEVELOPMENT POLICIES

Community development policies are primarily associated with how public authority is used to promote and regulate development and how the City will participate with the private sector in undertaking particular projects. Also, they determine to what extent public facilities are provided to support physical growth.

In addition, public activities that deal with City services like education, police protection and recreation, together with local government incentive practices used to promote and support private development, constitute another policy area directly related to community development.

o Physical Development Policies

- Public policies relating to private development deal with the type and intensity of desirable private development activities in Newark. These policies set forth the broad public criteria that guide the City in encouraging or discouraging specific private development actions within geographical and functional areas. In addition, cooperative development efforts between the City and private developers or individuals as in housing, industrial, and commercial development programs can be used to stimulate specific projects. The degree of public involvement varies extensively - from direct financial participation (e.g., writing down the cost of land to be redeveloped) to public information programs to attract new development to the City.
- Public facilities development policies help determine City and/or other public agency sponsored actions in the areas of transportation, utilities, community facilities (schools, parks, neighborhood service centers, public buildings), and direct participation in housing development (the City's public housing program)

o Public Activity Policies

- Policies relating to the provision of public services such as police protection, education, and sanitation can influence private economic development decisions.

- Development incentive policies determine the use of certain statutory powers such as eminent domain, zoning and land development controls, as well as discretionary powers such as tax abatement, manpower training and development planning. The City can encourage or discourage private sector locational decisions and development activities through the manner in which these powers are applied.

3.3.1 Physical Development Policies

The physical development policies reflected in the Newark Master Plan are designed to guide a broad range of public and private development programs and actions. The degree of public control and influence over physical development varies extensively, based on the type and location of particular activities. For example, in order to make land available for industrial developers in the Meadowlands, public infrastructure improvements are the major prerequisite. In other areas of the City, cooperative development efforts involving renewal, rehabilitation, or other similar programs are the major public policy areas associated with physical development.

(a) Public Policies Relating to Private Development

The development policies presented in this section relate to private sector development. They represent a commitment by the City to encourage those private development actions that will help stabilize and improve Newark's commercial, industrial, and housing base.

(1) Industrial Sector. City priorities are directed toward maintaining and strengthening the City's industrial base. Industrial sector activities, which include manufacturing, transportation, and construction, account for 35% of total employment in Newark (1977). Within the industrial sector, primary emphasis will be placed on manufacturing and transportation activities because they offer the best opportunity for employing

Newark residents and the transportation component represents one of the more stable areas of the economy

Specific City policies are:

- o Meet the needs of industrial firms in the areas of public infrastructure (public utilities and local transportation facilities) and public services - police and fire protection. (Strategy elements a, b and c)
- o The use of an "early warning system" (e.g., a public/private arrangement to inform the City of potential firm departure and what issues surround such decisions) to provide sufficient "lead" time to reduce the impact of planned relocations or business closures. (Strategy elements a, b and c)
- o Assist existing industrial firms with their expansion requirements (e.g., land for facility expansion, off-street parking, and loading requirements, etc.). (Strategy elements b and c)
- o Minimize the rate of job migration where public actions can positively affect industrial relocation plans (e.g., minimize flooding potential, improve local transportation access, etc.). In situations where migration is caused by external factors such as corporate decentralization plans or individual business failures, the City will seek to attract replacement industrial uses to minimize the impact on the employment base. (Strategy elements a, b and c)

The City will continue efforts to attract new industrial firms to Newark. These actions are necessary to replace economic activity lost through attrition and relocation as well as to expand the existing industrial base.

Specific City policies are:

- o Encourage the reuse of vacated industrial structures through a coordinated private/public marketing effort. These facilities represent substantial in-place investments that are suitable for large individual users, as well as for multiple use by small firms. All plant closings will be investigated as possible candidates for minority entrepreneurs. (Strategy elements a, b and c)

- o Promote the private renovation or 'recycling' of existing vacant facilities through City actions that include the provision of adequate infrastructure, public services and, where necessary, assistance in land assembly. The City will also support joint business ownership or leasing opportunities and apply outside resources, where appropriate, to rehabilitate structures. (Strategy elements b and c)
- o Promote the City to foreign manufacturers whose growing labor expense may be offset by the manpower programs and other development incentives offered by high unemployment areas such as Newark (e.g., manufacturers of electronic components and apparel). (Strategy elements b and c)
- o Continue development in the Meadowlands area. The City will improve the infrastructure in this area to allow phased development of its major and resource. This effort is dependent on external financial resources available at the State and Federal levels. (Strategy elements b and c)

In association with efforts to attract new industries, the City will select those firms that have the greatest potential for employing Newark residents. To directly improve resident economic opportunities, new jobs must match local skills.

Specific policies are:

- o Given the opportunity, those projects and developers that indicate a high probability of employing Newark residents will be given priority over those employing non-Newarkers. Based on employment profiles, certain manufacturing firms offer good potential for resident employment. (Strategy element c)
- o When appropriate, the City will require a given percentage of new employees to be Newark residents when a firm has participated in a joint development effort. (Strategy element c)

(2) Service Sector. The Newark service sector consists of a wide range of activities that respond to local, regional, state, and national markets. These include finance, insurance and real estate, business and

small services, government, communications, and other public utilities. In 1977, approximately 50% of Newark jobs (90,700) were in the service sector. During the past decade, the service sector has remained relatively stable in total employment and, when contrasted with industrial and trade sector job losses, has become a more important component of the Newark economy. Major local development policies are to encourage growth in the service sector, particularly in those activities serving regional, state and national markets.

Specific City policies are:

- o Meet the public service and environmental needs of major service sector employers. These include insurance companies, financial institutions, utility companies, educational institutions, and State and Federal agencies. By adequately serving, and thereby retaining, these key employers, the City can capitalize on the growth anticipated in this area of the economy. (Strategy elements a, b and c)
- o Strengthen local service sector activities that provide essential city-wide and neighborhood resident services (personal services, small business services, etc.). This will be achieved through physical and public service improvements that will be made as an integral part of comprehensive neighborhood revitalization programs. (Strategy elements a, b and c)
- o Attract new major service sector activities by providing adequate public support to the existing base while improving the external "image" of Newark. Particular emphasis will be placed on securing commitments from the State and Federal governments to continue to locate new employment activities in the core area of Newark. (Strategy elements b and c)

(3) Trade Sector. The trade sector in Newark consists of both retail and wholesale activities. In 1977, trade employment totaled approximately 27,000 persons (15% of Newark employment). Trade activity, particularly retail trade, services local City markets and, to a decreasing extent, a regional market.

Specific City policies are:

- o Retain major retail "anchors" in the Central Business District by providing adequate public facilities and services, including improved public safety and general environmental upgrading. These major retail activities meet resident shopping needs, and those of the day-time employment population in downtown Newark (Strategy elements a, b and c)
- o Support smaller retail establishments in the Central Business District. Their continuing viability, to a great extent, depends on retaining the existing retail anchors. While no major expansion in retail facilities is anticipated, appropriate public support actions can promote the private upgrading of commercial structures (rebuilding and rehabilitation) that can help to stabilize the retail base. With the retention and expansion of service sector activities in the CBD, retail sales volumes can be maintained and improved. (Strategy elements a, b and c)

(4) Housing Sector. City policies will continue to emphasize maintaining and improving neighborhood residential areas and the housing stock. Housing programs constitute part of an integrated social and economic development strategy which reflects multiple and, in some instances, competing demands for limited public resources to provide a full range of public facilities and services.

Specific City policies are:

- o Stabilize and strengthen presently viable neighborhoods through publicly supported housing improvement and rehabilitation programs. Such programs should be concentrated (targeted) and integrated with the improvement of public facilities and services and complement resident investment in housing. (Strategy element a)
- o Continue to eliminate physically deteriorated and/or hazardous housing and environmental conditions as part of an ongoing housing revitalization and replacement program. (Strategy element a)
- o Support and retain the City's middle income population by improving public services such as public safety and education. (Strategy element a)

- o Expand housing opportunities for middle and upper income residents in conjunction with an expansion of employment opportunities resulting from new economic growth. (Strategy element b)
- o Coordinate housing improvement efforts in areas with high concentration of low income and/or unemployed residents with complementary public program actions such as manpower training, education, and health care. Where appropriate, programs should include economic opportunities for increasing resident income through their direct participation in various housing rehabilitation and maintenance projects. (Strategy elements a, b and c)

(b) Public Facilities Development Policies

The policies presented in this section deal with those capital facilities which are developed and/or controlled by the City or other public agencies. Among these are regional transportation facilities; city-wide water and sewer systems, and specific neighborhood or local district serving schools, community centers, and recreation facilities. The provision of adequate public facilities to serve private development is critical to retaining and expanding economic activities in Newark.

The coordinated development and improvement of public facilities is a major challenge to Newark because local revenues are limited, demands for social program expenditures are high, and the funding resources at the County, regional, State and Federal levels of government are fragmented and uncertain. The City, however, will place greater emphasis on providing new and upgrading existing public facilities by allocating more available funds for capital improvements. Positive private sector development decisions, particularly for industrial and commercial establishments, will depend on the availability of an adequate system of supporting public facilities.

(1) Transportation Facilities. Early city actions will focus on improving access to existing industrial and commercial establishments both within and outside of Newark, and meeting the needs of those areas having

the potential for employer growth and expansion. In addition, there is a continuing need to make improvements to the local transportation system in industrial, commercial, and residential areas.

Specific City policies are:

- o Improve accessibility to the commercial, institutional, and industrial corridor area between Interstates 78 and 280. (Strategy elements b and c)
- o Improve accessibility to the Meadowlands and Port Newark areas, as well as upgrading the local circulation pattern in these areas to make it more appropriate for industrial development. (Strategy elements b and c)
- o Improve the capacity of the arterial street system to better service existing users and minimize auto and truck traffic conflicts in commercial and residential areas through signalization and channelization efforts (Strategy elements b and c)
- o Continue to support the upgrading of regional mass transit and rail facilities to serve the Newark core area, provide a link to Newark International Airport, and generally improve accessibility to jobs both in and outside the City. (Strategy element c)

(2) Utility Services. The upgrading and improvement of the City's utility systems constitute a major capital need. Requirements include ongoing maintenance and replacement of large portions of the water distribution, sanitary and storm sewer systems. Major new facility requirements include pumping stations, drainage improvements, and water quality treatment plant facility improvements.

Specific City policies are:

- o Upgrade and replace existing sewer and water systems to meet the needs of industrial, commercial, and residential users. The City will actively pursue outside funding sources to meet this critical need. (Strategy elements a and b)

- o Relieve flooding problems and develop new water and sewer facilities in the Meadowlands area. The provision of these large-scale facilities is essential to achieve industrial development potential in this area. Funding for these facilities will be dependent on a financial commitment from regional, State, and Federal agencies. (Strategy element b)

(3) Community Facilities. Community facilities support residential, commercial and industrial public service needs. Such facilities include those associated with public safety, education, recreation, and health service delivery. Capital needs for improving and/or replacing community facilities in Newark are extensive. Historically, the majority of these capital facilities were locally funded. As a result of the City's economic decline and increasing local service costs, these capital improvements have, for the most part, been severely curtailed. The City will continue to seek outside funding assistance to meet community facility needs.

Specific City policies are:

- o Provide appropriate public safety related facilities (e.g., those required to carry out police functions, and better lighting and citizen alarm systems) to adequately serve the residential, as well as the commercial and industrial sectors. Particular emphasis will be placed on the corridor area and selected residential neighborhoods. (Strategy elements a, b and c)
- o Improve neighborhood community facilities by coordinating public/private programs on a small area basis to maximize private reinvestment as part of a neighborhood upgrading and stabilization effort. Particular emphasis will be placed on developing multiple use and shared facilities where appropriate to the special needs of a neighborhood and/or the entire City. (Strategy elements a, b and c)
- o Upgrade school facilities to provide the proper learning environment for Newark residents. The public school system is vital to the City's efforts to raise the skills level and employability of the local labor force. (Strategy element c)

(4) Other Public Facilities. Other public facilities consist of a wide range of public or semi-public development such as that associated with higher education, related governmental institutions, parking garages, and cultural and entertainment centers. The City will carefully evaluate the nature of these types of facilities to maximize any impact they might have on the various sectors of Newark's economy.

Specific City policies are:

- o Encourage the development of city-wide and region serving community facilities that can take advantage of a good transportation system, promote and support existing industrial and commercial concentrations in the corridor area, and improve the external image of the City. (Strategy elements a, b and c)
- o Engage in an effort to provide or promote student housing in association with Newark's educational institutions. (Strategy elements a, b and c)

3.3.2 Public Activity Policies

Policies in the area of public activities include services that are provided to the community such as fire and police protection, education, sanitation, and various forms of social assistance. These policies relate to the level and types of activities that the City provides. Also included are more specific public actions related to development incentives. These activities center on programs to encourage private investments, efforts to improve or modify local labor characteristics and the application of different types of development controls.

(a) Public Services

The provision of public services is important to several factors that comprise the economic development environment. The City must consider not only the level of public services that are delivered, but also the relationship of these services to the real and perceived needs of local users. For example, the provision of adequate police and fire services can act to

stabilize the economic and the residential base of the City; however, in addition to actual service delivery, the City must also deal with the perceived image of Newark in the areas of personal safety and property protection.

Specific City policies are:

- o Focus public safety efforts on the corridor area and selected residential areas where crime and property damage is high. (Strategy elements a, b and c)
- o Investigate programs to promote citizen cooperation and awareness of police efforts and the value of a safe environment to local residents in both social and economic terms. (Strategy elements a, b and c)
- o Coordinate service delivery with public and private development projects through the budget preparation process to ensure that adequate support is provided in a timely manner. (Strategy elements a, b and c)
- o Develop measures of effectiveness to determine progress made toward improving the quality and efficiency of public services in the light of increasing budget constraints. (Strategy elements a, b and c)
- o Investigate various means to target service delivery (e.g., day care programs for working mothers) to specific geographic areas of the City that may have special or unique needs. (Strategy elements a, b and c)

(b) Development Incentives

The City engages in many activities that may act as an incentive or obstacle to private development. The three areas that must be considered as part of strategy formulation are: investment incentives which include local, State and Federally supported programs that can be used to encourage private development; programs to deal with cyclical and structural unemployment; and development controls that relate to the permit process and how the expansion of existing firms and new growth can take place in Newark.

(1) Investment Incentives. Investment incentives afford the City a package of different actions to spur development. Included are tax abatement for various types of projects, land assembly, direct financial support, information programs, and funding of minority business opportunities, among others. These activities often present the City with complex fiscal trade-off decisions. For example, the decrease in the property tax base that results from tax abatement given to promote a particular project which will provide better housing or more jobs can result in higher resident tax burdens that will tend to encourage further emigration or diminished local revenues needed to provide added facilities and services.

Specific City policies are:

- o Relate the application of particular investment incentives to overall economic and community development goals to evaluate the trade-offs that must be made. (Strategy elements a, b and c)
- o Place more emphasis on providing tax incentives for industrial, service, and trade sector projects and gradually reduce housing development tax incentives through the wider use of other incentive techniques. (Strategy elements a, b and c)
- o Promote the statutory and constitutional changes that will permit the public sector to provide additional incentives to the private sector in the form of direct grants and subsidies that are not presently allowed. (Strategy elements a, b and c)
- o Formulate an active program to promote the advantages of Newark as a place for economic development opportunity and to identify the support available from the City in undertaking various projects. (Strategy elements a, b and c)
- o Provide low interest funding for minority business opportunities. (Strategy element c)

(2) Labor Supply. The labor supply in Newark represents a critical resource for local economic development. Although local labor characteristics are not crucial to firms who can draw from a regional pool of workers, it is evident that improved skills and dependability can act to enhance

Newark's position in regard to stabilizing and expanding the existing economic base. The major thrust of City activities in dealing with the skills of the resident labor force is designed to improve the incentive for local and area firms to invest in Newark workers.

Specific City policies are:

- o City and area-wide manpower training and development programs will reflect the findings, policies and programs of key elements of Newark's economic development strategy. (Strategy element c)
- o Manpower training through the Comprehensive Education Training Act (CETA) program will be coordinated with job placement opportunities in and outside the City. (Strategy element c)
- o Local educational programs will be coordinated with Comprehensive Education Training Act (CETA) efforts to ensure that minimum skill levels are achieved in certain areas to permit the effective application of complimentary and/or supportive training. (Strategy element c)
- o More emphasis will be placed on expanding and coordinating vocational and manpower training offered by County and City agencies and school systems with the needs and characteristics of Newark and regional employers. (Strategy element c)
- o Adult education and advanced training will be promoted through the secondary schools and the institutions of higher learning in Newark. The local colleges and universities are an important resource for resident educational development. (Strategy element c)

(3) Development Controls. The City's planning and development controls related to zoning, building, housing and health codes and environmental regulations can have a major influence over selected factors that are important to the expansion of existing business and industry and attracting new development to Newark. One of the key purposes of the Newark Master Plan is to provide the framework for the application of these various development controls.

Specific City policies are:

- o Ensure that the community development and related programs, as well as local codes and ordinances are coordinated with the Economic Development Strategy and overall Master Plan. (Strategy elements a, b and c)
- o Prepare a new zoning ordinance that provides incentives for building in certain areas while protecting selected uses from inappropriate development and encroachment. (Strategy elements b and c)
- o Minimize developer and investor costs and time by providing clear and concise procedures for obtaining necessary permits. (Strategy elements b and c)
- o Present clear and concise statements related to particular development policies through a planning area and neighborhood effort that reflects City commitments. (Strategy elements b and c)

3.4 FISCAL POLICIES

Fiscal policies consider the application of public resources to serve community needs. The financial condition of the City is important to favorable economic development because it determines the ability to provide essential infrastructure and services to support the private sector and represents the relative tax stability that builds the confidence of local business and industry. Responsible fiscal policies that reflect a commitment to support development engenders a favorable climate for economic expansion.

Fiscal policies generally cover the generation and expenditure of local financial resources, as well as the acquisition and application of external resources that are available from the State and Federal governments

3.4.1 Local Fiscal Policies

The primary sources of local funding for the City are real property taxes, personal property taxes, payroll taxes, and miscellaneous fees and taxes. The key factor affecting the economic development environment in the area of revenue generation is the financial burden placed on business and industry, as well as the residential property owner.

(a) Property Tax Base

The single most important tax to Newark and its residents is the property tax. The payroll tax also affects local employers; however, its impact on economic development decisions is minimal

Specific City policies are:

- o Maintain a stable tax base by using abatement as an incentive only when it is vital to securing a project and when associated benefits exceed the revenue lost to the City. (Strategy elements a, b and c)

- o Reduce the property tax burden when values increase and more parcels and improvements are placed on the City's tax rolls. (Strategy elements a, b and c)
- o Formulate a procedure that will assess a project's development costs in terms of required facilities and services and the concurrent revenue and/or benefits that will be generated to offset these costs. (Strategy elements a, b and c)
- o Ensure that the local tax burden is fairly applied to all sectors of the community. (Strategy elements a, b and c)

(b) Capital Improvements

Physical facilities provide the means for private development to occur. In older communities, the majority of the infrastructure required to support development is in place; however, other social demands and limited resources have frequently resulted in deferred maintenance and outdated facilities. The resulting physical decay and obsolescence diminishes the quality of life in the community and discourages economic expansion.

Specific City policies are:

- o Increase the emphasis given to capital improvements provided by local funds, while also applying all appropriate Federal and State resources to upgrade the City's infrastructure. (Strategy elements a, b and c)
- o Maximize the impact of public financing of physical improvements by targeting funds to those projects that will result in the largest amount of private investment measured in terms of either money (leveraging), jobs created, or improved local image (e.g., cable television). (Strategy elements a, b and c)

(c) Public Services

The type and quality of City services determine the major portion of public expenditures included in the local budget. It is important that scheduled public services are coordinated with physical development to

ensure that resources are available to support and maintain existing and future growth.

Specific City policies are:

- o Determine the relationship of operating budget expenditures of key program areas that have the greatest impact on private development (e.g., public safety, public works, etc.) to assure that at least adequate levels of service are provided. (Strategy elements a, b and c)
- o Institute a process that coordinates the preparation of the operating budget with development requirements to better target expenditures. (Strategy elements a, b and c)
- o Emphasize an increase in funding for those service areas that help meet the City's economic development goals and objectives. (Strategy elements a, b and c)

3.4.2 State and Federal Fiscal Resources

Revenues from State and Federal funds constitute a substantial portion of the City's operating and capital expenditures. In 1976, funding from outside sources totaled approximately \$105 million, 52% of total City revenues. These funds are both restricted and unrestricted in the way they may be used. Funding levels also vary extensively -- in some instances, they are "formula" determined (e.g., per capita, or other allocation basis) while in other instances they are established by the submission of a successful application by the City (public works grants, transportation, etc.).

Specific City policies are:

- o Continue to take full advantage of all available outside funding sources since the City is greatly dependent on these funds for capital improvements to support community and economic development activities. (Strategy elements a, b and c)

- o Maximize the "linkage" between programs funded from various outside sources to improve the City's capacity to meet economic development goals and objectives through added efficiency in the operation of Government. (Strategy elements a, b and c)
- o Estimate potential levels of funding from outside sources through local participation on area-wide, regional and State allocation planning efforts. (Strategy elements a, b and c)

3.5 POLICY COORDINATION

The coordination of Newark's urban development policy and program presents an on-going challenge to the elected and appointed officials of Newark. These coordination requirements cut across many institutional, funding, and public/private activity areas. With a coordinated City development program, Newark will be able to more effectively secure and use external public funds.

Similarly, a coordinated development policy is of great importance in securing private sector investments. The City's challenge is to effectively leverage its public development activities to retain and attract economic growth and development in all private sector investment areas -- industry, services, trade, and housing.

3.5.1 Public Coordination

The coordination of City, as well as State and Federal actions, will place significant management demands on the wide range of public participants in the development process. These demands will increase as the level of outside funding (State and Federal resources) and the extent of private development activities become greater. The Economic Development Strategy that is presented as part of the master planning process, if regularly updated, will provide a continuing basis for selecting specific program activities and assisting in agency coordination.

Specific City policies are:

- o Expand the local planning process to more effectively include budget development and program evaluation in the consideration of information in the local decision making process. (Strategy elements a, b and c)
- o Participate with adjoining jurisdictions and regional agencies in coordinated planning activities to share relevant experiences and to increase the efficient use of all outside resources. (Strategy elements a, b and c)

3.5.2 Public/Private Coordination

Public and private coordination of urban development actions is an essential component of the Newark Economic Development Strategy. From an investment standpoint, the private sector will be the primary participant in the long-term development and revitalization of Newark. The City has recognized the need for public/private coordination. This is reflected by the direct participation of the business and industrial community in a number of joint planning and implementation activities. These include private sector representation on various boards and commissions of the City, participation by the business community on the Mayor's Development Team and the Mayor's Employment and Training Planning Advisory Council, among others. In addition, the City's development entities (Newark Economic Development Corporation and the Housing Development and Rehabilitation Corporation), together with the Newark Redevelopment and Housing Authority, provide the linkage between the public and private development sectors.

The City has continually maintained direct relationships with its citizens through the City's various neighborhood groups, special purpose local organizations and Citizens' Advisory Board. Many private citizens are also members of various other boards, commissions and advisory councils of the City.

Specific City policies are:

- o Extend the involvement of the private sector (both business and citizens) in the area of a continuous economic development planning and policy formulation process. The City's economic development strategy and master planning program can then be regularly monitored and updated. (Strategy elements a, b and c)
- o Extensive public and private coordination has occurred as part of the City's urban renewal efforts, neighborhood rehabilitation programs, and provision of public facility improvements. To help implement Newark's economic development strategy, these cooperative

efforts between the public and private sector, particularly in respect to commercial and industrial development projects, will be increased. The City will expand its capability to effectively mobilize and enlist the support of the business and industrial community through the use of special task forces and more frequent meetings with key people in the private sector. (Strategy elements a, b and c)

- o Formation of a comprehensive Community Development Corporation (CDC) to undertake projects that result from public/private assessments of needs conducted on a neighborhood level. The CDC can be organized as a non-profit umbrella agency with both for-profit and not-for-profit subsidiaries established for particular services to specific neighborhoods. (Strategy elements a, b and c)